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THE AMERICAN

# School Board Journal

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VOLUME 116, NUMBER 3

MARCH, 1948

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The contents of this issue are listed in the "Education Index."



When in March, 1891, William George Bruce published the first issue of the JOURNAL, the enrollment in the public elementary and high schools was 13,000,000; the population of the United States was 64,000,000; the number of persons 5 to 17 years of age inclusive was 19,000,000 and 64 per cent of the children of school age were enrolled. The total current expenses for 1891 are \$156,000,000.

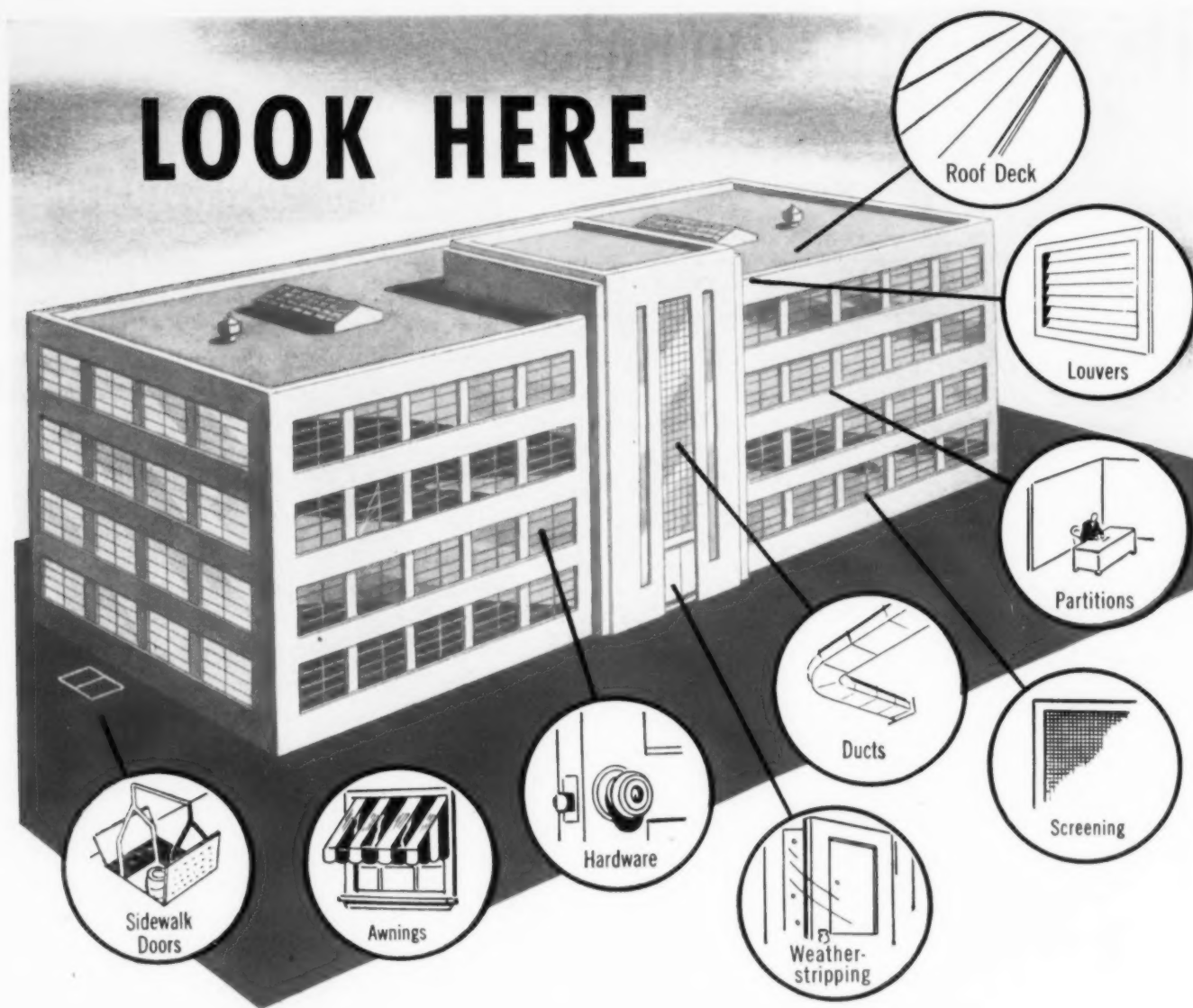
Today the estimated enrollment in the public elementary and high schools is 26,000,000. With a population today of approximately 140,000,000 and the number of children 5 to 17 years of age inclusive 30,000,000, over 80 per cent of the children of school age are in our schools, and total current expenses of \$2,638,665,908 are reported for 1944-45.

The foregoing is just a small part of the development and progress of our public school system since the initial issue of the JOURNAL. When the JOURNAL was established, the functions of the board of education and the superintendent of schools were not clearly defined. Administrative procedures, finance, the design of functional schoolhousing facilities, and operating procedures were in the making. Procedures in legislative, judicial, and executive affairs, in taxation and finance, in schoolhouse planning, construction and equipment, originally presented in the AMERICAN SCHOOL BOARD JOURNAL, are now an integral part of the school administrative organization.

During the 57 years of publication, the JOURNAL has been prominently identified with every important development in the progress of our public school system. In its inception and down through the years, service in the cause of democratic school administration characterizes its editorial policy and accomplishments. Its outstanding service, accomplishments, and leadership evolve from the continuity of a clearly defined professional editorial program focused on democratic school administration.

With pardonable pride we point to these services and accomplishments of the AMERICAN SCHOOL BOARD JOURNAL and direct your attention to the continuance of this outstanding professional editorial service, which characterizes this issue, the 57th ANNIVERSARY NUMBER.

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# THE AMERICAN School Board Journal

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## For Educating All the Children

### The High School Has Yet to Reach Its Full Stature *Harold Spears<sup>1</sup>*

The American secondary school is again in the headlines, not because of the things it is doing but because of the things that it is not doing. For a sizable percentage of American youth, attending high school is apparently something to do when there is nothing more important to occupy them.

In spite of the "second gold rush" to California, that has been in progress since 1940, the San Francisco high school enrollment (grades 9 to 12) has decreased 19 per cent from 1939 to 1947. A hurried sounding of the situation elsewhere shows this condition to be general over the country, that youth from state to state are highly consistent in their attitudes about the merchandise on the counters of our secondary schools. Of twenty cities heard from, only one, San Diego, has as many students enrolled in these four top grades as it had in 1939.

Since 1939 the high school enrollment (grades 9 to 12) has decreased heavily in all the following cities: Chicago, Kansas City, Cleveland, Denver, Detroit, Pittsburgh, Minneapolis, New Orleans, St. Louis, Rochester, Indianapolis, Louisville, Philadelphia, Baltimore, Boston, Seattle, and San Francisco. One large city has 39 per cent fewer high school students than in 1939, two 37 per cent less, one 30 per cent less; six others range from 29 per cent to 22 per cent in their losses; and the other seven from 19 per cent to 13 per cent.

Regardless of our desire as educators to hide behind the birth-rate statistics in the face of this mounting evidence that our high schools are still highly selective institutions, such statistics just aren't big enough to shelter us. In the average American school system, one of every three students who enter the ninth grade will leave before he reaches the twelfth year. There is nothing new or startling about this fact, just as there is nothing new or startling about the secondary school curriculum. Large cities especially need to attack with renewed vigor the question of the form and function of the school program above the sixth grade.

The first, and easiest job, is to take a sounding — to determine the situation. The second, and harder job, is to set up a program to correct the conditions. Here in San Francisco we did the first this fall; the second remains for extended in-service study programs involving teachers, administrators, laymen, and outside helpers. Our preliminary study was set up to do these four things:

1. Compare local school enrollments of school year 1947-48 with those of 1939-40.
2. Compare the local school situation in respect to this with the situation over the nation.
3. Determine the success the local high school students have in the respective subject fields, by studying failures by departments.
4. Determine how local high school students distribute themselves among the different subject fields.

<sup>1</sup>Curriculum Co-ordinator, San Francisco Public Schools.

#### Studying Holding Power

Among the means by which a school system can help to judge its educational effectiveness are these: (1) testing programs to measure pupil achievement; (2) follow-up studies of the youth who complete school, to determine success at the next endeavor, be it college, civic life, homemaking, or occupation; (3) surveys conducted by impartial parties; and (4) *studies of the holding power of the school system*. In the case of the last mentioned, when other variables can be screened out, it is considered that the success of the school in holding the students who once enter it is a direct reflection of the effectiveness of the curriculum. The curriculum, as referred to, comprises such factors as offerings, methods, teaching quality, out-of-class program, guidance service, and such.

The natural inclination in studying holding power is first to trace a class by size from the time it enters first grade. Until it reaches the ninth or tenth grades, when youth reach the age that by law they can quit school, it might be assumed that each year the class would represent about 100 per cent of its size the previous year. But this is not so. For instance, a typical class; the class that entered the San Francisco public schools as the first-grade class in 1935-36, and came out as the twelfth-grade class in 1946-47, progressed through school by grades in these varying numbers:

1st	5438	7th	4897
2nd	5122	8th	5318
3rd	5043	9th	5621
4th	4948	10th	5110
5th	4884	11th	4078
6th	4937	12th	3506

The retardation of many first graders, as represented by the junior-primary, at once presents an untrue base figure on which to build a study. The influx of new students from the parochial schools at about grades eight and nine is another variable that throws the figures out of line. Even after the ninth year, students from these private schools continue to transfer into the public schools at a greater rate than public school students transfer to the private schools.

Among the variables outside the schools themselves that must be considered in studying the holding power of the local public schools are: (1) the influence of the birth rate upon different classes, (2) irregularity of enrollments during the 1942-44 war years, (3) the estimated 33 per cent increase in San Francisco's population the past five years, due to new residents from other states, and (4) the favorable conditions for youth today in the world of work as presented in the all-time record employment in the country.

### The San Francisco Study

*Tables reporting data.* In this study, all of which cannot be reported in this short article, the data were collected in the form of 11 tables, the list of tables being as follows:

1. The comparison in enrollment of each local high school—October, 1947, and October, 1937.
2. The comparison in size of total California high school enrollment for the same two periods.
3. The comparison in size of graduating classes of each local high school, 1939-40 to the present.
4. The comparison in size of graduating classes, San Francisco, state of California, and the United States, 1939-40 to the present.
5. The decline in the size of classes in local high schools, from the time they enter ninth grade until they are graduated.
6. The decline in the size of classes in California high schools as a whole, from the time they enter ninth grade until they are graduated.
7. Grade levels at which the spring, 1946, graduates of the local high schools entered the San Francisco public schools.
8. Failures, local high schools, by departments and schools, second semester, 1946-47.
9. Distribution of local high school enrollment by departments, fall, 1947.
10. Relative size of enrollments, ninth to twelfth grades, local schools.

TABLE 3. Comparison of Graduating Classes, 1939-40 to 1946-47, San Francisco Public Schools

School	1939-40	1940-41	1941-42	1942-43	1943-44	1944-45	1945-46	1946-47
Balboa	657	595	572	405	336	374	444	445
Commerce	577	606	568	506	379	404	361	452
Galileo	556	583	520	486	322	346	387	343
Girls	166	163	180	161	122	92	89	71
Lincoln			164	179	300	360	387	416
Lowell	637	615	638	587	469	471	495	488
Mission	716	646	607	530	468	481	499	517
Polytechnic	574	615	461	383	313	334	427	466
Washington	650	624	566	573	500	494	406	397
Total	4533	4447	4276	3810	3209	3356	3501	3595

Statistics from Nov. 1, 1947, principals' report to curriculum office.

11. The comparison of the local 1939-47 high school enrollment trend with the trend for the same period in other cities of the United States.

*Presentation of data.* When the data were presented, it was pointed out that a table in itself presented only a partial truth, and that only by looking at the larger picture presented by the tables as a whole could we expect to draw any conclusions. The study as a whole does give curriculum planning groups a background for their work. Four of the tables are reproduced in this article. The summary that was included with the study when it was reported for the schools is included here in exactly the same form.

### Summary of the San Francisco Study

1. A careful consideration of the 11 tables, and the variables

TABLE 5. Decline in Size of Classes as They Progress Through San Francisco Public Schools, Grades 9 to 12

Class size, as ninth grade, year of:	Grade 10	Per cent of its ninth grade size	Grade 11	Per cent of its ninth grade size	Grade 12	Per cent of its ninth grade size
1944-45	5554	5033	91	4299	77	3528* 64*
1943-44	5621	5110	91	4077	73	3506 62
1942-43	5721	5143	90	4135	72	3298 58
1941-42	5788	5292	91	4155	72	3308 57
1940-41	6123	5683	93	4010	66	3165 52
1939-40	6078	5823	96	4698	77	3046 50
1938-39	6355	6091	96	5279	83	4079 64
1937-38	6361	6089	96	5385	85	4494 71
1936-37	6601	6223	94	5451	83	4597 70
1935-36	6665	6347	95	5281	79	4572 69
1934-35	6648	6149	93	4984	75	4390 66

Statistics from Bureau of Research, San Francisco Public Schools, March reports. (Reading the table: the twelfth-grade class of 1946-47 represented 62 per cent of its size as a ninth grade class, etc.)

\*Estimated, fall figures projected to March.

that play upon enrollment trends, will keep any of us from jumping at hasty conclusions; but at the same time will drive us on in continued study of the curriculum, the students to be served by it, and the relationship of the two. This brief study merely opens the door for local school groups to go further.

Due to the special nature of the schools, Samuel Gompers Trades School and the Continuation School have not been included in this study. Among its enrollees this year, Samuel Gompers Trades School has 100 students who are considered high school students. The other school enrolls 1100 who are still required to do some continuation study, and any who may have been graduated are included in the graduate figures of the other schools from which they came.

2. With the city population estimated at 200,000 greater than in 1940, we can well ask ourselves why the high school population, grades 9 to 12, is 19 per cent less. In seeking the answer, there is no consolation in the state of California figures, which show that by 1945-46 the high schools of the state were again caring for as many students as they enrolled in 1940.

3. In comparing the recent graduating classes of the local high schools with the number of graduates in the years just prior to the war, the 21 per cent decrease is in accord with the decline in total

TABLE 8. Grades at Which the Spring, 1946, Graduates of the San Francisco Public High Schools Entered the San Francisco Public Schools

Grade	No. of pupils	Per cent	Background of graduates*	No. of pupils	Per cent
K	940	43.4	Attended S. F. public schools only	1191	56.0
1	323	14.9			
2	64	3.0	Transferred out and returned	52	2.4
3	50	2.7			
4	70	3.2	Entered from parochial schools	101	4.7
5	50	2.3			
6	34	1.6	Entered from other private schools	34	1.5
7	54	2.5			
8	66	3.0	Entered from other cities or towns	758	35.4
9	140	8.8			
10	122	5.6			
11	95	4.4			
12	100	4.6			
Total	2167	100.0		2136	100.0

(\*31 unaccounted for.)

Statistics compiled by Bureau of Research, San Francisco Public Schools.

school enrollment. State of California comparisons with San Francisco place us in the second position.

4. Holding power is perhaps best studied by following a given class from the ninth grade through high school to see what percentage of the group is graduated. At least one third of the youth of San Francisco who enter the ninth grade of the public schools do not remain to be graduated from high school. This figure has perhaps never been exceeded for the nation as a whole, and judging by the available data, to date the state of California has not done much better.

However, since San Francisco has experienced a 33 per cent growth during the past few years, it would seem that we are serving in secondary schools even a smaller percentage of the city's high school age population than Tables 1, 5, and 7 would indicate at a glance. Perhaps it is fair to say that for every two youth of high school age who are enrolled in school there is a third who is engaged on the outside in work or in leisure.

5. There have been attempts to wave aside San Francisco's new population as not pertinent to such a study as this, on the grounds that it largely represents the unmarried, or families without high school age children. Table 8 traces the 1946 spring graduating class back to its kindergarten days, and reveals that 14.6 per cent of these youth entered the local high schools after the ninth grade, and over 35 per cent of them entered our schools from other towns or cities.

6. In respect to the city's new residents, one may wonder how many youth of high school age may be moving into the city each year, who just don't get around to making contact with an eventual entry into a secondary school—youth who are past the compulsory attendance age but have not yet completed high school.

*Reasonably easy accessibility of schooling is and always has been a factor that influences high school enrollment in any state and any city.* The great distance that some San Francisco students go to reach the high schools they attend is a factor that is bound to play its part in the case of the borderline student who becomes an infrequent attender and finally drops out of school. The distance that some of the students in this city have to go to attend a high school is almost unbelievable.

7. The relationship of failure in school performance to school dropout needs no elaboration. There is a direct positive correlation. As revealed in Table 9, the rate of failure is 50 per cent higher in the ninth grade of the four-year secondary schools than in the upper three grades—tenth, eleventh, and twelfth.

This bears out the national studies that prove the American high school to be a selective institution in respect to scholastic aptitude. Many of those who fail in the ninth grade will not be in attendance in the tenth grade because of such discouragement. In spite of any idealistic view that the elders may take, youth are just like adults in that they get little satisfaction in doing the things at which they show poor performance; and as the adults, they will as soon as possible turn to something else at which they feel more successful.

TABLE 9. Comparison of Failures in Ninth Grade With Failures in Upper Three Grades (Includes senior high schools with ninth-grade classes: Balboa, Commerce, Girls, Lincoln, Lowell, and Polytechnic)

	Percentage of failures by departments										
	Music	Home ec.	Art	Ind. arts	Comm.	Social st.	Science	For. lang.	English	Math.	All schools
Ninth grade	4.6	3.8	1.5	6.8	6.0	8.2	7.1	16.7	9.4	12.1	9.4
Tenth, eleventh, twelfth grades	1.9	2.4	2.5	3.7	4.3	6.3	6.8	7.3	7.4	11.7	6.3

Statistics from Nov. 1, 1947, principals' report to curriculum office.

(Reading this table: 16.7 per cent of all the students who took foreign languages in the ninth grade of the 4-year high schools, second semester, 1947, failed the course, etc.)

Since the development of the junior high school idea early this century, the ninth year of schooling, regardless of whether located in the 6-3-3 or the 8-4 framework, has been accepted as an exploratory year for the student—one in which his abilities, limitations, talents, interests, and needs are carefully studied in relationship with tryout in school studies and extraclass activities—one in which his appetite for further schooling is whetted rather than dulled. The entering class of any high school presents us the special challenge of orientation and careful direction into the next grade.

8. The number of failures represented in Table 9, in the senior high schools for the second semester last year, is 3997. It can be assumed that the fall semester's mortality was just as high. If these numbers of repeating students are interpreted in terms of salaries paid for extra instruction, it is intriguing to wonder how much of such failure would have been prevented had the \$75,000 or more been spent instead for reading clinics, new types of courses, etc. An investment in growth and development is much more exciting pedagogically than an investment in frustration and failure.

9. The distribution of students into the various courses is a heavy guidance responsibility. Table 10 reveals the current practice in such distribution. The four or five departments in which

the student is most likely to succeed are the departments least populated by students.

10. Things that a school might do in going beyond this general study of holding power include:

a) Discuss in faculty meeting the implications of this study.

b) Study the holding power of the specific school, by tracing one by one the students who entered during the school year 1943-44, to see how many were held to graduation, and to determine what actually happened to each who left before graduation.

c) The guidance department of any high school would do well to make and use an annual record of all who leave the school during the year—their reason for leaving, what happened to each, etc.

d) Of each graduating class, the school should complete, within a half year after the class leaves, a survey of the adjustment distribution of those youth into life endeavors. What percentage went to colleges, and which colleges? What percentage to other schools? What percentage into occupations, and which? How many into homemaking? Such data would be invaluable for curriculum development as well as guidance.

e) By national research, such as that treated in Chapter I of *General Education in the American High School*, we know which students are likely to drop out of school. Does a school care to spot these people before it ever enrolls them for their first courses, and make curriculum adjustments then rather than wait until they fail?

Such information forms excellent material for professional meetings, and gives teachers and administrators a better insight into guidance and instructional practices. Continuous curriculum improvement, to be effective, depends upon just such understanding on our part. Only by studying what is happening to those we serve can we hope to judge the effectiveness of our ways. Teaching is a lot of fun when we really follow all its ramifications.

11. America faces this question: Should we plan the secondary school for all youth of secondary school age, in order to attract a maximum number, or should we handle just those who happen to appear at our doors, or happen to stay with us once they do appear?

If we are inclined to feel that many youth, who drop out of school before graduation and go to work, are better off than if they had stayed in school, are we then denying the high school's responsibility in general education and citizenship training, marking it as mainly a vocational institution that the youth may leave as soon as he can qualify for and secure a position?

When we think of which youth might profit by high school attendance, let's not be restricted in our thinking by the limitations of the classroom or the curriculum as commonly conceived. The bright picture of public support of education in California is one inviting the extension of our program to a maximum number of youth. We are indeed fortunate to be in a state where maximum secondary school attendance is encouraged by such favorable legislation, financial provisions, and climatic conditions.

12. The situation as revealed by this study implies school limitations of one sort or another. Some may be national, and inherent in the American idea of educating all the children of all the people. Others are no doubt more local. The office of curriculum co-ordination is ready to be called in by any school or all-city departmental group in San Francisco to help in curriculum study and planning that might naturally come out of steps initiated by such school or departmental group.



# Check List for Superintendents

Thomas R. Cole<sup>1</sup> and Alice H. Hayden<sup>2</sup>

The efficient business executive keeps an active check list of important things to do and when they should be done. Such a procedure might well be followed by the superintendent. The check list given is suggestive and is not complete in any of the fields covered. No one check list would fit the needs of all communities. It is hoped that each superintendent will find the items mentioned helpful to him in working out a schedule of duties that will add to the efficiency of his school.

## A. In Respect to My Relationships With the Board of Education, Do I

1. Outline the duties and the relationship of the superintendent and the board?
2. Prepare adequate reports concerning the needs of the school — both immediate and future?
3. Prepare monthly reports as to school progress?
4. Have a regular time and an adequate place for board meetings?
5. Prepare an agenda for each of the board meetings?
6. Have patrons informed that meetings are open to the public?
7. See that the board minutes are well edited and that each board member has a minutes book for the filing of copies.
8. Help to educate the board relative to the general school system?
9. Prepare an annual report?
10. Practice making written recommendations rather than oral recommendations?
11. Make use of board members for public meetings?
12. Deal with the board as an organized unit rather than as individuals?
13. Distribute to the public briefs of the annual report?

## B. With Respect to Preparing the Budget and Financing the School, Do I

1. Enlist the co-operation of teachers and principals in the preparation of the budget?
2. Schedule the preparation of the budget over a sufficient period of time to permit careful planning and checking?
3. Look ahead in the preparation of the budget so that some items may be allocated to the present year, some to the succeeding year, etc.?
4. Give a written explanatory statement to the board members with the preliminary budget?
5. Give sufficient attention to the relative distribution of funds for the chief items of the budget such as instruction, operation, maintenance, etc.?
6. Report monthly to the board on the condition of the budget?
7. Keep careful check on requisitions and expenditures?
8. Keep well informed as to the sources of possible revenue from the county, state, and federal governments?
9. Explain the budget as finally adopted to the school staff?

## C. With Respect to Community Relationships, Do I

1. Make an adequate study of the community as to its resources, occupations, races, religions, etc.?
2. Have someone on the staff assist with the public relations program?
3. Make use of the local papers, radio stations, etc.?

4. See that the local press and school publications give space to the type of information about the schools that parents should know?

5. Give recognition in the press to teacher participation on educational programs?

6. Take an active interest in the community civic organizations?

7. Develop a strong parent-teacher association?

8. Organize an adult education program?

9. Open school buildings for community gatherings?

10. Invite patrons to become better acquainted with the school?

11. Use pupil report cards that are meaningful and easily interpreted?

12. Provide well-planned school programs free to the public?

13. See that civic groups have the opportunity of entertaining the teachers?

## D. With Respect to Teacher Relationships, Do I

1. Have a live, working philosophy of education that is developed and agreed upon in co-operation with the teachers?

2. Have the type of school organization — 8-4, 6-6, 7-5, 6-3-3, 6-4-4 — that is best fitted to local conditions?

3. Have a well-balanced distribution of teachers in the elementary and high schools?

4. See that the teacher load is given careful consideration so that it is equalized?

5. Give attention to the work each teacher is best fitted to do and make that adjustment before new teachers are added?

6. Make adequate plans to help new teachers get settled in the community?

7. Try to get the district to erect or maintain teacher apartments?

8. Confer with principals often as to means of helping the teachers both inside and outside of school?

9. See that the professional program for the year is wanted and approved by the teachers?

10. Use teacher committees to make studies and recommendations for school improvement?

11. Help to give opportunities for teacher visitation?

12. Make use of professional services that are available from the county, state, institutions of higher learning, and professional organizations?

13. Provide an administrative program that will help teachers to help themselves, professionally and personally?

## E. With Respect to My Own Professional Improvement, Do I

1. Distribute my time according to some planned schedule or do I *take things as they come*?

2. Give proper time to the supervision of instruction?

3. Study methods of teaching?

4. Have an adequate personal library of current magazines and recent texts in various fields of education?

5. Visit other good school systems and make reports of such visitations to the teachers?

6. Attend conferences on education? Participate in programs of professional organizations?

7. Prepare short addresses concerning the school system which I can use at club meetings?

8. Keep in mind that the best advertisement for me as a superintendent is a good school system and the *chief actors* are the teachers and the pupils?

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# Custodial Personnel Administration\*

John E. Phay\*\*

Staff personnel problems today are demanding more and more time from school administrators. Principals, superintendents of schools, and school board members constantly are faced with serious issues related to teachers, custodians, and other groups of school employees. Much has been written and vast quantities of data have been collected, particularly by the N.E.A., to guide school authorities in the solution of problems involving teachers. Relatively little, however, has been written to help solve custodial personnel problems.

True, school leaders interested in the operation and maintenance of school plants have discovered and advocated "best methods" of sweeping floors, erasing blackboards, dusting furniture, and other practices designed to make the custodian more efficient. Such methods, for the most part however, are the result of endeavors to secure more services for less money, rather than consideration for the well-being of the custodian as a workman.

This series of articles presents existing practices and suggests recommendations concerning school custodians with respect to working hours, salary schedules, organized labor groups, vacations, holidays, sick-leave provisions, workmen's compensation, and retirement plans.

## I. WORKING HOURS

Traditionally, custodians have served long hours. Vander Meer,<sup>1</sup> Brown and Wellbourn,<sup>2</sup> Gillis<sup>3</sup> and Rogers,<sup>4</sup> in their studies of custodians, all called attention to the large number of hours custodians were required to work per day and per week. Vander Meer<sup>5</sup> found the median working day for custodians in the Rocky Mountain Region in 1926 to be 12.2 hours, with 75 per cent of the custodians working over 10.5 hours daily. In cities above 30,000 in population, Rogers<sup>6</sup> found in 1935 that more than one half of the cities had a working day of 9 hours or more.

### Working Day Reduced

Today, as may be seen by comparison of the data presented in Table I, the custodians' working day in a few cities has been reduced. For example, in 1935 in Group I (cities above 100,000 in population) only 40 per cent of the cities reported that their custodians' working day was 8 hours or less, while in 1946, this was the reported practice for 48.4 per cent of the cities. Likewise, in 1935 in Group II (cities between 30,000 and 100,000 in population), only 38 per cent reported their custodians' working day as 8 hours or less, while in 1946 the percentage was 46.4.

### 40-Hour Working Week Unusual

Table II shows less than 10 per cent of the cities above 30,000 in population having a 40 hour normal work week for custodians. The 44-hour week applies to more cities than any other weekly work period. It is evident that a sizable number of cities have a

TABLE I. Scheduled Working Hours Per Day for Custodians in 1935\* and 1946

Hours	Cities above 100,000 Group I				Cities between 30,000-100,000 Group II			
	1935		1946		1935		1946	
	No.	Per cent	No.	Per cent	No.	Per cent	No.	Per cent
1	2	3	4	5	6	7	8	9
7			1	1.6				
8	26	40.0	30	46.9	58	38	84	46.4
8½			3	4.7	1	1	6	3.3
9	11	16.9	14	21.9	31	20	52	28.7
9½							4	2.2
10	11	16.9	6	9.4	58	38	15	8.3
10¼	1	1.5						
11					5	3	1	.6
12	1	1.5						
No ans.	15	23.1	10	15.6			19	10.5
Total	65	100	64	100	153	100	181	100

\*Data for 1935 is adapted from James Fredrick Rogers, *op. cit.*

normal work week of 48, 50, or more hours. One city reported its normal work period as 11 hours per day, 66 hours per week.

School administrators should be aware that the 40-hour work week is the practice in industry and government services. School systems cannot find and hold competent custodians by maintaining work policies that are less attractive than those common to other types of employment.

The importance of the gains made by custodians in reducing their long working day should not be minimized. However, too many school systems still employ custodians 9 and 10 hours a day. Little justification can be made for practices which require custodians to work more than 8 hours per day or 40 hours per week.

One of the main reasons custodians have been required to work such long hours is inherent in the nature of their job. Much of the custodian's work cannot be done until pupils and faculty members leave the building. Nevertheless, many custodians are required to be on duty throughout the day, part of which time they cannot work efficiently — thereby increasing the number of hours they must remain on the job. The practice of keeping all custodians on the job all day is seldom necessary in school buildings employing more than one custodian. Two devices which are used to help eliminate this practice are (1) multiple working shifts and (2) roving custodians.

### Multiple Working Shifts

In school buildings where more than one custodian is employed, usually it is good practice for the custodians to begin their work

TABLE II. Normal Working Week Scheduled for Custodians in 1946

Hours	Group I Cities between 30,000-100,000		Group II Cities above 100,000		Total Cities above 30,000	
	No.	Per cent	No.	Per cent	No.	Per cent
	2	3	4	5	6	7
1						
40	9	14.1	14	7.7	23	9.4
42½	1	1.6	1	.6	2	.8
44	18	28.1	60	33.1	78	31.8
45	2	3.1	9	5.0	11	4.5
46-47	1	1.6	2	1.1	3	1.2
48	6	9.4	23	12.7	29	11.8
49	3	4.7	9	5.0	12	4.9
50	10	15.6	27	14.9	37	15.1
51			2	1.1	2	.8
52			4	2.2	4	1.6
54	3	4.7	11	6.1	14	5.7
55	3	4.7	6	3.3	9	3.7
56-66			3	1.7	3	1.2
No ans.	8	12.5	10	5.5	18	7.3
Total	64	100	181	100	245	100

\*Based on: John E. Phay, *Emoluments of School Custodians*. An unpublished Ed.D. project at Teachers College, Columbia University, 1946, 166 pp. This project surveyed school custodial personnel in the spring of 1946 in cities above 30,000 in population in the United States.

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<sup>1</sup>Cornell Vander Meer, *The Status of the School Janitor of the Rocky Mountain Region*. (An unpublished master's thesis at Colorado State College, Greeley, Colo., 1926, 217 pp.)

<sup>2</sup>E. J. Brown and R. P. Wellbourn, "Meet the Custodian," *School Executive* 60:44-50, May, 1941 [Kansas].

<sup>3</sup>William E. Gillis, *The Status and Desirable Preparation of School Custodians in Connecticut*. (An unpublished Master's Thesis at the University of Connecticut, Storrs, Connecticut, 1942, 84 pp.)

<sup>4</sup>James Fredrick Rogers, *The School Custodian*, U. S. Office of Education, Bulletin, 1938, No. 2 (Washington, D. C.: Government Printing Office, 1938), 44 pp.

<sup>5</sup>Cornell Vander Meer, *op. cit.*, p. 137.

<sup>6</sup>James Fredrick Rogers, *op. cit.*, pp. 7, 8, 13.

days at different hours. About 60<sup>7</sup> per cent of the school systems in cities above 30,000 in population in the United States use some type of multiple work shift. This seemingly indicates that more school systems than were shown in Table I could have an eight-hour work day for custodians if their schedules were arranged for this purpose.

Since much of the custodian's work is done after the pupils have left the school building, perhaps the largest group of custodians employed in a city school system should begin their work day at about the time school is dismissed. Where this is done, the length of the work day for all custodians may be shortened. In addition, custodial services may be provided for activities held during out of school hours without the expense of paying for additional services or necessitating custodians to work overtime.

#### Roving Custodians

In buildings where the part-time services of a custodian are needed in addition to the services of the regular custodians, roving custodians may be employed to advantage. These custodians should not supplant the women doing part-time work but should be employed where some additional male custodial services are needed. Reasonable transit time should be allowed for roving custodians to get from one building to another, and this time should

be paid for as regular work time. To determine where the part-time services of a custodian are needed, possibly a job analysis of the full-time custodians will need to be made. If more work is required than can be accomplished in 8 hours at a reasonable working pace, then additional help should be employed.

#### Recommendation

1. *The normal work day for custodians should not exceed eight hours and the normal work week should not exceed 40 hours.* This is in accord with federal legislation and current practice in industry.

2. *Custodians should be paid time and one-half for overtime that exceeds 40 hours per week.* If such overtime is made on Sunday double time should be paid.

3. *Custodians should be hired for the entire 12 months of the year.* This is the practice in all but a very few cities and the trend is toward a 12-month working year. In a modern school plant custodians are needed throughout the year.

4. *Multiple working shifts should be used where practicable.*

5. *Where the part-time services of a custodian are needed in several schools, "roving custodians" should be employed where practicable, to work in several school buildings.*

(To be continued)

<sup>7</sup>John E. Phay, *op. cit.*, p. 31.

#### A Guide for All —

## A Board Adopts and Prints Its Policies

W. R. Godwin<sup>1</sup>

The board of education at Hutchinson, Kans., has recently authorized printing its adopted policies in booklet form. Such a booklet can be very valuable in the hands of key people of the organization in enabling them to administer the school system in conformity with the board's desires.

Long ago it was quite generally agreed that the most important single function of a board of education is the adoption of long-range policies. Yet it would seem that policies are often merely vague assumptions rather than genuine reality.

Can you refer to a written statement to determine what your board's policy is with regard to handling complaints? Handling problems of discipline? Dealing with various forms of commercialism in the schools? Members of boards often talk about "our policy" with regard to a given situation, even though the policy is not to be found anywhere in the record.

#### What Are the Board's Policies?

There can be serious danger to the school system when "our policy" is no more than a loosely understood agreement. Such a loose understanding can lead to sharp disagreement in time of stress. The surest way for the reader to be convinced that a loose understanding is a delusion is for him to prepare what he considers the understanding to be, and submit it for entry into the minutes at the next board meeting.

<sup>1</sup>Superintendent of Schools, Hutchinson, Kans.

Many boards of education take action from time to time as problems arise, and when similar problems come up at a later date and are acted upon in like fashion, a pattern of procedure becomes apparent, and a policy is considered to be in adoption. It is probable that most boards have many such policies scattered throughout the old minute books. The difficulty here is that statements of policies so scattered are difficult to find when needed, and as the personnel of the board changes, the new members are at great inconvenience to familiarize themselves with the accepted policies and often find it impossible to do so. The ultimate result is that what started as a policy gradually becomes a loose understanding which no one can find in the minutes.

#### Valuable Guide for the Board

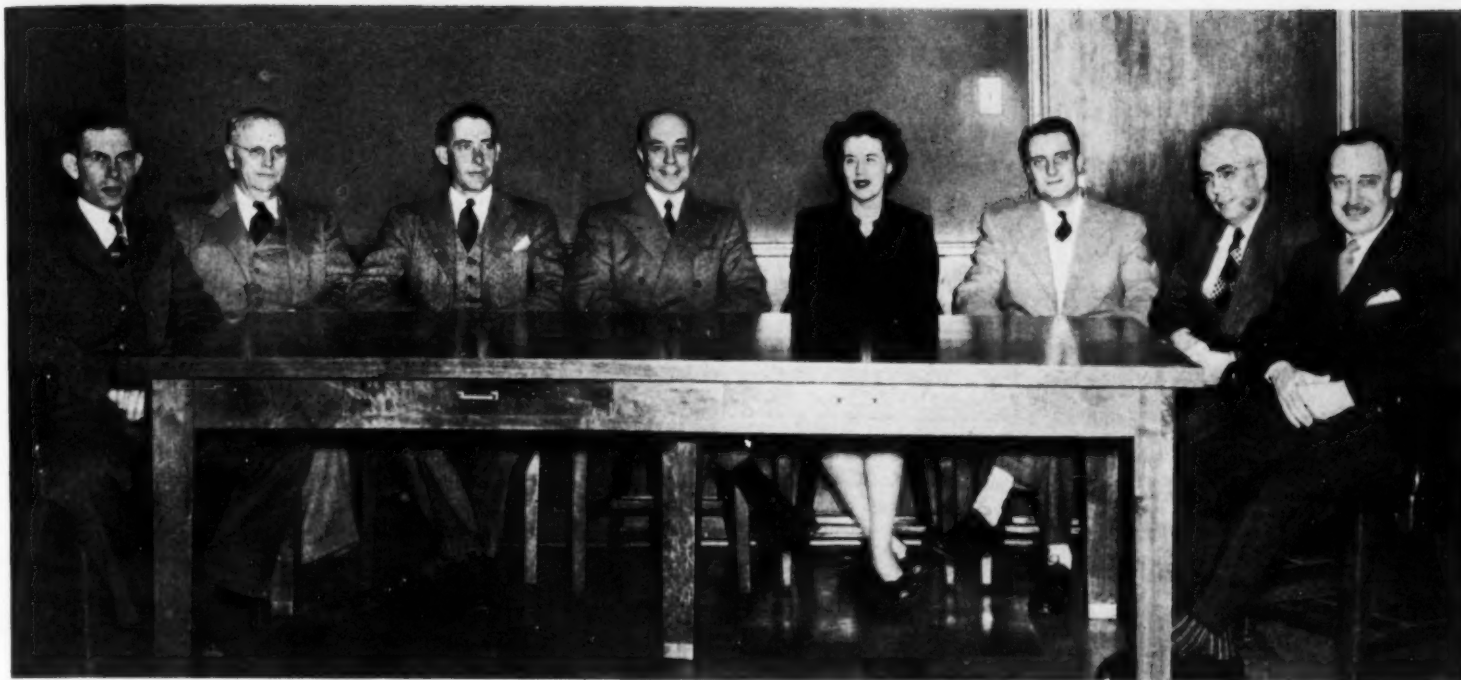
Only the new members of a board of education fully realize how complicated the operation of a board is. Many new members receive complaints and make promises, only to discover painfully that "the board of education can transact business which is binding on the school district only when it is in session with a quorum present, and keeps minutes as a public record." How much better it is to be able to give the new member a small booklet of policies that he can study as he prepares for his first meeting.

The less experienced board members are

the ones who are approached on the street with urgings to take a recommended course of action, and they are the ones most likely to promise to vote a certain way and to predict how the other members will vote. Such board members frequently travel a path of unnecessary disappointment to discover the simple truth that "In such cases it is usually wise to avoid commitments until the whole board has had a chance to discuss the matter thoroughly, because an issue which seems simple in prospect, may seem complex in retrospect. Ordinarily, a board member should try to postpone the formation of his own opinion until he has had the benefit of group discussion."

Of course, the new board member cannot gain all his wisdom by reading from the policies adopted by the previous board. He, too, must learn from experience. But he can gain his experience much more quickly if the board with which he works knows its policies well enough to be able to have agreed upon them in written form.

The adopted policies of a board of education, if carefully prepared and continually revised, represent the condensed wisdom of the previous boards. It is a prodigious waste to fail to preserve the benefits of experience of earlier years and to transmit that experience in the form of adopted policies. Even though a policy is unwise, the debate which must take place before it may be revised is valuable for the in-service training of the new board member.



Board of Education, Hutchinson, Kansas

Left to right: T. A. Kerr, business manager; Frank T. Fee; W. E. Upson, vice-president; W. J. Graber, president; Mrs. Fred Adams; William L. Kline; Harry Faris; W. R. Godwin, superintendent.

### Indispensable Guide for Employees

Superintendents and principals are charged with the responsibility of administering a school system not primarily on the basis of their own wishes, but within the framework of laws adopted by the legislature and policies adopted by the board of education. Much has been written about the necessity of boards of education to refrain from becoming involved in the details of administering the school. The board's function is known to be legislative and judicial in nature, not executive. But how is the executive to operate if there is no basic framework of legislation?

For a superintendent to know "up from sideways" he must know the laws passed by the legislature and the policies adopted by the board. That he may have been instrumental in seeing that good laws are passed and wise policies adopted does not change the nature of his function. If he has to guess at what the board's policies are, and if he has no assurance that present policies will continue throughout the current school year, he is indeed unfortunate. Small wonder that men working under such circumstances become known in their communities as Mr. Deferred Decision.

If a superintendent or principal does not know whether he has the right to expell a boy for misconduct, he cannot proceed to sustain the principals and teachers as they need to be sustained in disciplinary matters, without calling a board meeting and waiting upon the board for a decision which he should be able to make. If he does not know and cannot discover the policy of the board with regard to opening the school building in the evenings for non-

school activities, he cannot make proper decisions. Board members themselves are not likely to know the policies of the board (unless policies have been adopted very recently) and different board members may give different answers to the same request.

It is not enough for the board to know its own policies. If the board has a policy requiring that students traveling out of town on school-sponsored trips be transported by common carrier, the coaches, the music people, the speech people, and others must know about it before the trip is taken. It seems elementary that principals and teachers should have copies of policies of the board, and should not be forced to discover these policies by the painful process of infraction.

### Some Dangers

The most obvious danger is that of hurried adoption. Permanent policies should be so carefully considered before they are adopted that they will not need to be modified under stress during the school year. The policy that will not stand under pressure is worse than no policy, because it gives the administrator a false sense of security. Our own board has been working on its policies for a period of four years, and only now is ready to print and distribute them to all employees.

A second danger is the failure to revise and readopt the entire statement of policies annually. Times change; conditions improve; wisdom accumulates. Policies should never be looked upon as perfect instruments, but only the best that are known at the beginning of a given school year. Policies, like laws, become obsolete

and are violated by common consent if they are not kept revised.

Another danger is thinking that a set of good policies for one school system may be picked up by another school system and adopted. A good policy in one school system may not work in another. For example, our policy is not to employ relatives of the board of education, the superintendent of schools, or of any administrative or supervisory officer. Although we believe that would be wise for all school systems, such a policy cannot be adopted in all communities. The adoption of policies is a matter of growth which must take place community by community.

A fourth danger lies in failing to distinguish between a board's policy and an administrator's regulation. Although it is easy to say that the administrator's regulation is a specific application of the board's broad policy, there exists a twilight zone in the definition. It is the writer's belief that early efforts at policy writing, such as our own, are likely to be quite specific, and only through accumulated experience can the policies be completely separated from the regulations.

### Sixteen Sections Included

Our policies and regulations as adopted include the following items:

1. Bylaws of the board of education
2. Methods of transacting business
3. Regulations governing the employment of certificated personnel
4. Use of school facilities by nonschool organizations
5. Methods of handling complaints
6. Discipline

(Concluded on page 88)

# The Provision for Capital Outlay in the State's Foundation Program of Education

*R. L. Johns<sup>1</sup> and Edgar L. Morphet<sup>2</sup>*

The most significant recent development in state school financing is the broadening of the foundation program of education supported by the state. In past years many states have confined their state support programs largely to teachers' salaries and transportation or have made state appropriations on a flat per capita basis. Most of the states have not yet provided state funds for capital outlay. The tendency of more recently developed plans of state support is to include in the state's foundation or minimum program all essential functions or educational expenditures. Such programs include calculation of need for instructional salaries, transportation, all other items of current expense and for capital outlay. Examples of such state support plans are found in Tennessee, Alabama, and Florida. These states attempt to provide for balanced educational programs by including in the state support programs all necessary items of educational expenditure.

State legislatures are giving more attention than ever before to school capital outlay problems. The rapidly increasing school population, the retardation of schoolhouse construction during the depression and war years, and the present inflationary cost of school buildings have made the provision of adequate school plant facilities a problem of major importance.

## Bonding and High Building Costs

Traditionally we have financed school buildings largely from the proceeds of bond issues serviced almost exclusively by ad valorem tax levies. Few school systems have been fortunate enough to be able to finance school plants from current revenue.

Most state constitutions require that bonds issued for capital construction be voted by the people and most constitutions provide for some type of limit on the amount of bonds which may be issued. Usually this limit is expressed in a fixed percentage of the assessed valuation. The unit cost of school building construction has practically doubled since 1939. Data are not available on a nationwide basis to show increases in assessed valuation between 1939 and 1947, but it is not likely that the increase has exceeded 15 per cent in most states. This circumstance has reduced by almost 50 per cent the bonding capacity of most boards of education in

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<sup>2</sup>General Consultant, Florida State Department of Education; Former Executive Secretary, Florida Citizens Committee on Education.

relation to their ability to provide for needed buildings at present cost figures.

Many students of school finance have long recognized the desirability of broadening the tax base for providing school buildings. Most states have broadened their tax base for teachers' salaries for many years by appropriating state funds for teachers' salary payments. There are just as good reasons for appropriating state funds for capital outlay as for teachers' salaries. The primary purpose of state support is the equalization of educational opportunity through the provision of an acceptable foundation program of education for every child. A state cannot provide such an adequate foundation program of education for all of its children if it confines its program of state support exclusively to teachers' salaries or even to current expense items. Variations in per capita wealth among local school administrative units in states organized on the district basis are commonly as great as 100 to 1 and even in states organized on the county unit basis are likely to be as much as 10 to 1. As pointed out above, school buildings are usually financed by the sale of bonds which are closely hedged with limitations. Therefore, the ability of a local school unit to finance its school plant needs is determined almost exclusively by its assessed valuation and outstanding debt.

High building costs, accumulated building needs, bond limitations, and a growing school population have the combined effect of creating a building need from two to three times the ability of hundreds of school units to finance those needs even though those units may meet accepted standards for the minimum size of local school units. This means that the state cannot effectively provide an acceptable foundation program of education for all of its children and ignore the capital outlay needs of schools. Even if a state finances the entire current expense cost of an acceptable foundation, it cannot assure all the children of the state an acceptable educational program unless it provides some plan under which its school plant needs are met.

## A State Responsibility

Every state in the nation has provided some plan under which its road and bridge needs are met in part from non-ad valorem taxes. For instance, either the state itself issues revenue certificates or bonds against gasoline taxes and automobile licenses or it allocates a portion of such revenue to local

governing bodies and authorizes those bodies to issue securities against such revenues. This program is facilitated by the availability of federal funds to assist in financing the program.

It is imperative that the states provide equally feasible plans under which school plant needs may be met. A state must equalize the credit facilities of boards of education as well as the current expense costs if it discharges its full function of state responsibility for education.

The Governor of Florida in 1944 appointed a committee known as the Florida Citizens Committee on Education to make a comprehensive study of education. This committee included a study of school plant needs in its investigations and made recommendations to the legislature for the solution of this problem. Most of these recommendations were enacted into law by the 1947 Florida Legislature. The committee recommended that \$400 per teacher unit be included annually for capital outlay and debt service in the Foundation Program provided for all the children which includes allotments for teachers' salaries, transportation, other current expense as well as for capital outlay and debt service. Approximately 77 per cent of the cost of this program is provided from state funds and the remainder from local funds. Each local unit is required to make a uniform minimum local tax effort to support the program as measured by an index of relative taxpaying ability. Florida administers its schools locally through 67 county units. The county of least wealth provides locally only approximately 10 per cent of the cost of its foundation program and the richest county, about 50 per cent.

## The Florida Legislation

The legislation enacted included \$300 per teacher unit to be provided annually in the foundation program for capital outlay and debt service. In addition each county is required to provide \$100 per teacher unit annually from local funds. This makes a minimum of \$400 per teacher unit available annually in every county for capital outlay and debt service. The additional \$100 per unit required to be provided locally was the result of a legislative compromise. It would have been much better and more defensible to provide for the entire \$400 per unit in the foundation program.

The annual capital outlay and debt service need of \$400 per teacher unit was determined by calculating this need for a 25-

year period in terms of present building costs. Present contract costs of new buildings in the state approximate \$10,000 per teacher. If one twenty-fifth of the gross school building needs of the state are provided annually, all present buildings can be replaced within 25 years. It will be noted that this plan represents an attempt to smooth out building costs over the years and eventually to provide for school plant needs on a pay-as-you-go basis and thus avoid excessive interest costs.

However, Florida's accumulated building need is so great that it will not be possible to finance school plants exclusively on a current basis for many years. Therefore, the legislature has submitted to the people a Constitutional Amendment authorizing boards of education to issue revenue certificates in anticipation of the annual capital outlay and debt service allotment. These certificates or bonds must mature serially within twenty years and can be issued on

approval by a vote of the people, for capital outlay projects at permanent school centers approved by a survey conducted by the State Department of Education. The debt service on these certificates will be paid from the annual foundation program capital outlay allotment without the necessity of levying additional local property taxes for debt service.

#### Local Property Tax Aid

However, in order to provide a marketable security, the certificates to be issued under this authority will contain a pledge that property taxes shall be levied to service these bonds if at any time the state should fail to pay its annual allotment for capital outlay and debt service. The Florida Citizens Committee on Education recommended that constitutional authority be given boards of education to issue these certificates by resolution without a vote of the people on approval of the state board

of education. This was a sound recommendation because it is both difficult and expensive to pass county-wide bond elections. However, this proposal was modified somewhat because some members of the legislature were not yet ready to provide for the issuance of securities without a vote of the people even though adequate safeguards were provided.

Florida thus has taken the step which must sooner or later be recognized as desirable by all states if an adequate foundation program is to be assured for all children. This comprehensive foundation program plan not only assures that competent and reasonably well-compensated teachers will be available, that transportation will be provided where necessary, and that other current expense items can be provided, but that adequate school plant facilities will soon be available for all children regardless of the wealth or poverty of the school system in which they live.

#### A Human Point of View —

## Salary by Merit Rating is Wrong

*Earl H. Hanson<sup>1</sup>*

As teachers' salaries improve more boards of education demand that teachers be paid on a merit basis. They make such statements as this, "Some teachers are so inspiring that they can never be paid enough. Most may not be so inspiring but they are good enough for the better salaries. Some, however, are overpaid whatever they are paid." Certainly it seems fair to pay most to him who does best. Hence, apparently, teacher merit rating should determine salaries. Impressed by the logic some teachers have reluctantly co-operated with boards of education and administrators in setting up rating devices. However, I am convinced that while they accept these devices with their lips in most cases their hearts are far from them. Most teachers completely reject the idea. Good evidence of that is the Classroom Teachers' resolution at Cincinnati last summer. They said, "Since no just system of rating teachers and administrators has yet been found, and since systems tend to destroy the friendly relationship which should exist between teachers and administrators, rating should be used only as a constructive measure during the probationary period."

#### Dilemma Produced by Rating

Why do teachers feel this way? They do so because of the psychology of the matter. Merit rating may seem logically correct, but it is psychologically wrong. It leads too

many teachers to frustration. To avoid frustration the human ego must fulfill itself; the need is imperative. A blocking of it results in a warped personality, a defeated and hurt soul, a frustrated, snappish, vinegarish character. Fulfillment comes when the person acts successfully in line with his talents, and success in the eyes of the great majority of us is in terms of the approval of our fellows.

While we all crave the recognition of success, still we are not all equally successful. It is true that no two human beings are entirely alike in any characteristic — size, beauty, skill to play the piano or ability to manage a corporation. People's differences in characteristics and skills, psychologists tell us, arrange themselves in the form of a bell shape curve, i.e., about 7 or 10 per cent rate highly superior, another 15 or 20 per cent superior, about 35 or 40 per cent average, and the rest inferior.

We are thus confronted with a dilemma. It is psychologically true that every human ego must fulfill itself and feel important. We recognize that as a right in our Declaration of Independence when we say, "All men are created equal." It is also true that no two people are alike and that their abilities distribute over the frequency curve. In the past most schools accepted the logic of the frequency curve and rejected the psychology of fulfillment. Even in the elementary school where there was no need we distributed grades according to it. Consequently, we caused the frustration

of thousands of people. Now we recognize that the psychological truth of the need of each ego to be successful and fulfill itself is more important than the logical fact of the distributive curve. Hence, we are beginning to grade each child against his own capacity and not against the curve. We are trying to get out of each youngster everything that the Lord put into him and not worry too much, at least on the elementary level, about comparing him with the others.

#### Harm Done by Frustration

The psychology of fulfillment or frustration works with teachers as with children. Rating on the frequency curve has the same effect on adults and children; and merit rating of teachers for salary means use of the curve. It is true that no matter how generally good a body of teachers is only a small per cent will rate superior in comparison to the given staff and that most must be average in terms of that same staff. Hence, if salaries are paid in terms of merit rating, only that part clearly superior to the rest, about 25 per cent, will receive top salary. It is no answer to say that we may raise the level of excellency of all and then pay all top salaries. As all improve so do the original best, and the differences between them and the others will remain, only on a higher level. Hence, under all conditions, if merit rating means anything, the top 25 per cent and that top only will receive the top salaries. The other 75 per cent must forever be doomed to acknowl-

<sup>1</sup>Superintendent of Schools, Rock Island, Ill.

edged mediocrity. The consequence of such acknowledgment of three quarters of our teachers will be frustration for many and a wrecked morale for all.

When salary is attached to rating the effect is quite devastating. In our society salary not only buys the groceries; it also buys prestige. Hence, it is true that a group of workers is not made happy merely through spending more on their pay rolls. They will be happy only if the prestige effects of the raised incomes are also good. A number of school boards have recently been chagrined because their teachers have not become suddenly grateful and their morale high through greatly enlarged salaries. The old gripes are still there. The gripes are there because relationships within the salary structure are wrong. When that is true teachers remain dissatisfied no matter how great the raises. They will accept differences on the basis of training and experiences, or responsibility of position, or differences in load, but they will not accept them based upon a scale of ability.

#### What Teachers Say

To satisfy their self-respect teachers under such conditions almost inevitably say that the better salaries are paid to "apple polishers" or "high pressure artists," and too frequently they are right. Where there is no schedule and teachers are paid on the basis of individual bargaining, the administrator usually will defend his salary distribution on a merit basis to the anger of all. A fine teacher of my acquaintance once said that she would never teach under such circumstances. She declared, "If I happened to have the larger salary I would be forever embarrassed. I would know that the others would accuse me of 'apple polishing.' If I received the smaller salary I honestly would feel frustrated, because I would be sure in my heart that another who was doing a less good job than I was being paid more." Another teacher told me, "While the logic of merit rating in connection with salary scheduling seems inescapable, yet most of us are against it because the 90 per cent of us who feel superior are afraid that you administrators won't recognize it."

If such a condition did not hurt children we might not be too much concerned, but it does. We all know the harm that frustrated teachers do to children. Merit rating may cause boards of education and administrators to feel righteous through dispensing what they consider justice. But, what have they gained for children if because of that they frustrate their teachers? Only harm. We have no right to satisfy our sense of logic and justice at the expense of our children. If the children benefit it is good administration to pay our average teachers the top of the schedule and seek other ways than merit rating to improve their services. There are many such ways.

#### Unfairness of Scales

Rating schemes are not only psychologically unsound; they are also unfair in operation. A scale to be fair must be as objective as possible. Teachers have found that out in testing children. Subjective tests scored by different persons have varied ridiculously from person to person. Subjective ratings of teachers vary ridiculously, too. In our system, as I suppose in every other, candidates submit references. We send rating blanks to these references. The variation in ratings on subjective traits such as character and personality is extremely wide even from persons in the same system. A superintendent, a principal, and a fellow teacher quite frequently have no agreement whatsoever. Consequently, the only reasonably fair teacher rating scale is one based upon the primary learnings she develops such as the skill to read and write and figure. In these area subjective scales can be built. If we weight such matters as IQ, for instance, we can decide that teacher "A" is better than teacher "B" if "A's" children read better after instruction than "B's."

Clearly while these learnings are important they are, however, not the most important. Vastly more so are those learnings which are developed concomitantly, such as the ability to get along with people — the friendly or hostile attitude toward society, government, teachers, the school, other children, and attitudes of honesty and fair dealing. A teacher has much to do with the development of both types of learnings, but it is at present impossible objectively to rate her effectiveness in the field of building concomitants. In such rating our own subjective impressions and prejudices rule. I would not be so bold as to say that never will an objective scale be developed to rate effectiveness in developing concomitants as well as primary learnings, but that time has not yet come.

In passing, even though the charge of unfairness in scales and in using them might possibly sometime be eliminated, still the fact that teachers are psychologically hurt, even in the use of reasonably fair rating scales, is still true. That won't change until human beings change to something quite different from what they are at present.

#### Bad Effect on Supervision

A third argument against the use of merit rating is the effect on supervision. It destroys that friendly co-operative team attitude that should exist between supervisors and teachers. Under merit rating no matter how operated a teacher is bound to feel every time a supervisor steps into the room, "Oh, oh, here goes \$25 off my salary or here's a chance to add \$25." An autocratic, superior-inferior attitude is bound to creep in. The supervisor must justify her ratings, and hence she becomes largely an inspector. Supervision tends to change from focusing upon what a teacher can become

to what a teacher is. Dr. Thomas Briggs used to describe good supervision by using

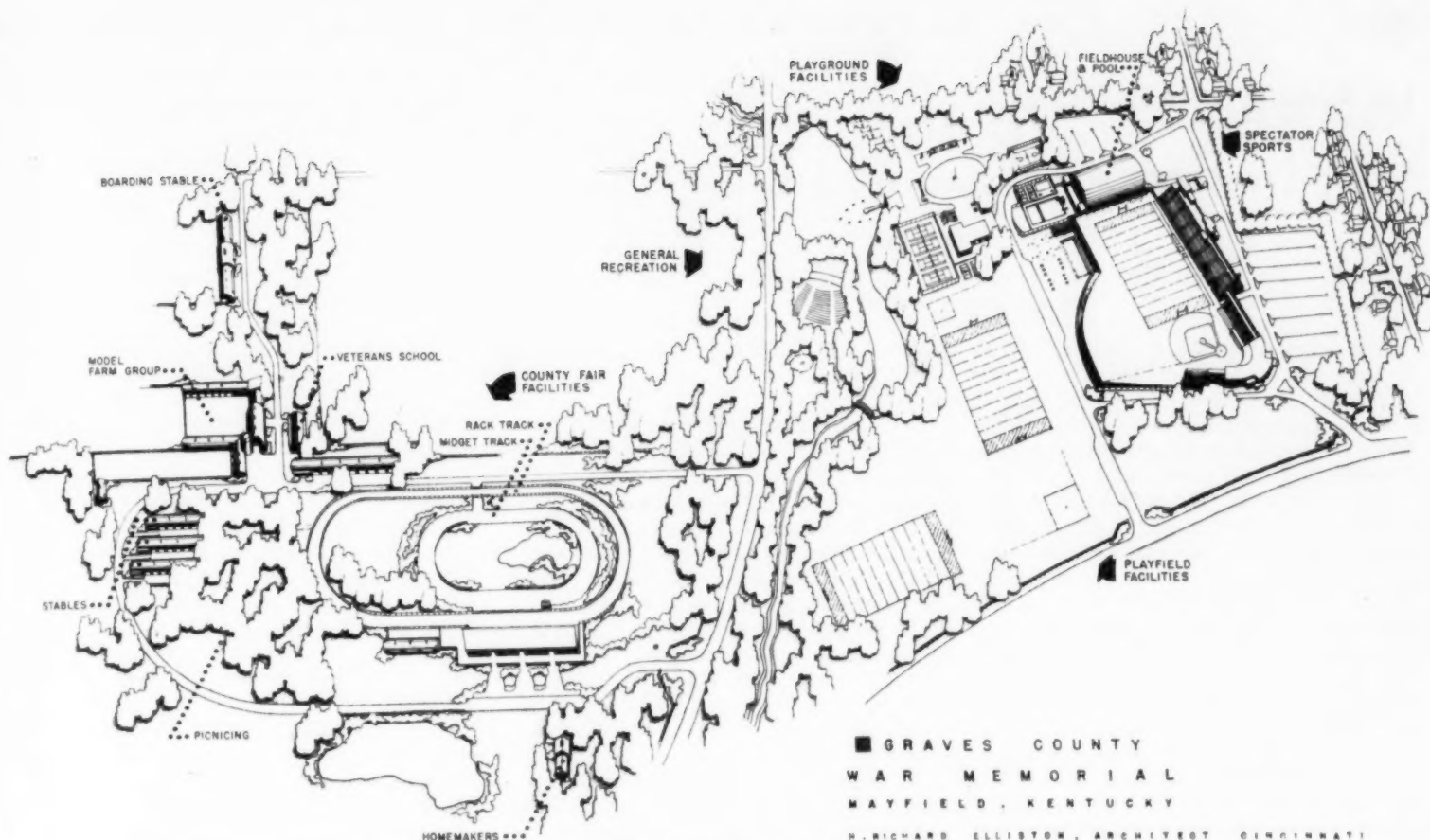
X  
the analogy of the fraction  $\frac{\quad}{\quad}$ . He pointed  
Y

out that the fraction can be enlarged in either one of two ways. The denominator can be reduced or eliminated and the fraction will be as large of the value of X. Or the denominator can be left alone and the numerator enlarged. In the latter case the fraction can become almost infinitely large. In working with teachers, if X equals her values and Y her faults, we can conceivably increase her effectiveness in either of the same ways we enlarged the fraction. By carping at her faults we may perhaps eliminate some of them, but she will not grow much. In largely ignoring her faults, and in recognizing her capacities, in co-operatively and in fellow worker fashion helping her to reach their potentialities we can help create dynamic teachers. Supervisors operating under merit rating schemes are forced largely to concentrate their attention upon "Y." Supervisors freed of such schemes are free to devote their attention to "X." I would certainly prefer to have my children under the guidance of teachers enlarged by supervisors who look for teacher power to cultivate rather than under teachers who are driven by the whip of carping criticism and the fear of merit rating schedules.

#### Community Attitudes Antagonistic

A fourth argument against merit rating is that communities ultimately reject them. If the system means anything, as stated earlier, it means a distribution on the distributive curve. That means that only about 25 per cent of the teachers can be rated superior and paid accordingly. The other 75 per cent will be rated average or inferior and so paid. Do those who propose that we use such schemes recognize the fact that only 25 per cent of the children can be taught by 25 per cent of the teachers; that three quarters of our school population consequently must be instructed by those whom we admit are less than the best? Communities do not long permit this. Every mother feels she has a right to have her child taught by one whom the administration considers a superior teacher. Seventy-five per cent of the mothers certainly cannot have such teachers in a merit rating system. Consider the plight of the poor principal with three first-grade instructors — one rated superior, one average, and one inferior. That principal will have a very difficult time indeed in assigning only thirty children to the superior teacher and the other sixty to the average and inferior. For these reasons most communities which have tried merit rating schemes have given them up. At a meeting I attended last fall the superintendents of two large systems described their experiences in that respect. Both said that their cities had once adopted

(Concluded on page 88)



The Graves County War Memorial at Mayfield, Kentucky, provides inclusive recreational facilities reflecting the interests and social needs of both the city and the rural areas.

## MAYFIELD DEVELOPS MEMORIAL RECREATION CENTER

Pooling community resources and interests and keeping strongly in the foreground the total social and educational values of outdoor recreation and play, an association of citizens of Mayfield, Ky., is engaged in developing the Graves County War Memorial. In the entire project the welfare of children and young people has been given first attention, but the values which can result from general community participation by men and women of all ages and occupations, have been kept fully in mind. The recreation area will be truly a living memorial to the men and women of World War II and to the ideals for which they fought.

The project had its beginning in a study by the county board of the feasibility of consolidating the secondary schools of the city and county in a building to be located on a site adjoining the property which is being developed. It was felt that the school boards would be able to erect an adequate building on relatively a small plot and that the whole community would gain enormously from an outdoor recreation park used jointly and

affording spaces for a wide variety of individual and group activities and spectator sports. Mayfield is a city of 32,000 population and the county of which it is the seat has important rural and agricultural interests. The initial planning for the recreation center should, it was felt, provide for all the people.

The property is owned and will be operated by a nonprofit corporation, headed by a Recreation Commission, which has strong co-operative contacts with the city and county administrations and the two school systems. The playground facilities, particularly for younger and older children, are to be supervised by a joint board composed of the city and county school officials. The funds for the project are being collected by members of the local War Memorial Association, under the leadership of a committee headed by the county superintendent of schools.

The site which has been acquired through purchase and donations, includes 110 acres of rolling ground. The architects, Messrs. Charles H. Kuck, H. R. Elliston, and T. Marshall Rainey, of Cincinnati, who are experienced in

the special work, have carefully studied the local problems from the standpoint of providing the activities most desirable for a balanced program of adult and children's recreational and social activities and of making the best use of the flat and sloping areas, the existing roadways, etc.

It has been agreed, following a newspaper poll, of the citizens of the county, that the structures and the other developmental work should be completed in the following order: (1) the stadium and grandstand, (2) the playgrounds, (3) the field house, (4) the county fair grounds, (5) the swimming pool.

At the time of writing, the rough grading has been completed and some work has been done toward finishing the grounds for play, picnicking, etc. The construction of the stadium-grandstand has been started, and work on the shelter house and the finishing of the varied playground surfaces will be undertaken in the spring.

The entire project, as planned, will involve an expenditure of \$500,000.

## Los Angeles County Insures —

# In-Service Teaching Growth at Camp

*Emery Stoops<sup>1</sup>*

The supervisory staff of the Los Angeles County Superintendent of Schools has grown from a nucleus of three in 1911 to a total of 67 in 1947, serving more than 5000 teachers, and indirectly more than 100,000 boys and girls.

**Organization of the Staff.** The present staff includes the following: the superintendent, a chief deputy, two assistant superintendents, and an administrative assistant; one special services co-ordinator; one director and three co-ordinators in attendance and child welfare; one director and one co-ordinator in audio-visual education; one director and 29 co-ordinators and supervisors in elementary education; one director and seven co-ordinators and nurses in health and physical education; one director and ten co-ordinators and one statistician in research and guidance; one director and two co-ordinators in secondary education; one director of teacher placement; and one director of trade and industrial education.

In addition to these persons requiring certification, the superintendent's office employs 140 persons to handle library service, statistics, teacher retirement, school district service, warrants and accounts, office management, and teacher certification.

**Need for In-service Education.** When the staff was very small, each member had firsthand information concerning the professional activities of the others. As the staff expanded, there developed a need for (1) clarification of purposes, (2) more interdivision co-operation, and (3) better-planned services for the school districts. The size of the superintendent's staff alone made frequent intercommunication difficult and increased the danger of overlapping and cross purposes.

To improve the working relationships of his staff, Dr. C. C. Trillingham, county superintendent, appointed a committee to arrange a three-day professional planning-and-study conference. The committee, headed by E. G. Toland, co-ordinator of secondary education, came in with a recommendation that the superintendent's entire staff meet at Camp Seeley, high in the San Bernardino Mountains and far from the interruptions of telephones, schedules, and appointments. The committee also recommended that a consultant, George Sheviakov, lecturer in psychology and education at San Francisco State College, be

employed to direct the in-service education conference.

### Democratic Procedures Outlined

At the first general meeting of Superintendent Trillingham's supervisory staff at Camp Seeley, Mr. Sheviakov outlined ten criteria necessary to democratic administration and planning. These criteria follow:

1. School organizations should have a clear-cut statement of objectives.
2. Faculties or staffs should have a definition of job responsibilities.
3. In group meetings of the staff there should be a feeling of psychological freedom to present ideas even though they may represent a minority opinion.
4. Committees and councils to represent the group may be constituted partially by appointment and partially by election.
5. All members responsible for specified duties should participate in the formulation of staff policies.
6. A staff should train its own members in democratic procedures.
7. There should be flexibility and mobility so that leadership in committees or councils is changed from time to time.
8. Policies and procedures should be open to further study, and to modification as indicated by changing situations.
9. The staff should recognize various degrees in the attainment of objectives.
10. Democratic procedures are strengthened when staff members know each other socially as well as professionally.

**Role of Leader in Democratic Procedure.** Mr. Sheviakov continued by indicating that democratic procedures are often blocked by personalities who are maladjusted, too submissive or too aggressive, and by extreme individualists. The tasks of a democratic leader were defined by Mr. Sheviakov as follows:

1. To keep reminding the group of its original purposes—to be a guardian of original agreements;
2. To intelligently and sincerely seek all significant points of view;
3. To act as moderator in bringing out differences of opinion;
4. To summarize group thinking from time to time as a means of further resolving differences within the group;
5. To guard the morale of the group, and to be sensitive to the desires of various factions within the group.

Following Mr. Sheviakov's address, questions were raised as to the efficiency of democratic procedure, and as to specific

means of increasing democratic co-operation among Superintendent Trillingham's staff members.

### Group Participation

The general group then divided into four subgroups comprised of superintendents, directors, and co-ordinators as a means of getting *vertical* representation of all levels of the superintendent's staff. These four meetings provided opportunity for a free exchange of ideas concerning policies that govern the county superintendent's service. Reports were later brought back from each subgroup to the second general meeting where similar recommendations were compared and differences had been harmonized.

**Understanding Through Social Activities.** In addition to the purely professional meetings of the conference, adequate afternoon and evening sports, games, and dances had been provided for better social mingling. For the first time, each member of the superintendent's staff became acquainted with all other members. The informality of the mountain retreat, together with a fine camp, exceptionally good food, and a planned program of social activities, did much to bring about common understandings and more effective working relationships. This breaking down of the more or less intangible social and administrative level barriers was probably one of the most desirable outcomes of the conference.

**Staff Concludes With Recommendations.** Following the two general meetings and several subgroup sessions, Dr. Trillingham's staff concluded the conference with four major recommendations:

1. That a superintendent's council, comprised of 10 to 15 members, be established to represent the entire staff;
2. That the advisory council plan and administer staff meetings designed to be professionally helpful to each member, and to improve the county superintendent's services to the school districts;
3. That the advisory council together with help from the entire staff formulate and recommend desirable policies and objectives to the superintendent;
4. That careful evaluation of the conference be made and that the evaluation serve as a means for planning future in-service training programs.

**Evaluation Committee Reports.** The evaluation committee brought in a report a week after the conference indicating that the purposes of the conference were accomplished to a desirable degree; that the superintendent's staff, because of the Camp Seeley experience, had developed greater unity of purposes, better interdivision working relationships; and that the staff is now able to offer better-planned supervisory services to the school districts.

Dr. Trillingham commended the in-service training project as "a means of improving the education of the many boys and girls in Los Angeles County."

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# Choosing a Superintendent of Schools

Sidney M. Bliss<sup>1</sup>

Authorities in the field of public school administration are in general agreement that the most important single duty of a board of education is the selection of its chief executive officer, the superintendent of schools. This is true because the superintendent has the responsibility of putting into execution the policies of the board of education. Sound basic policies are essential to a good school system, and a good policy loses much of its value, if it is poorly executed. Hence the selection of a competent superintendent is of paramount importance.

Many circumstances, factors, and conditions operate to make the selection of a superintendent a very difficult duty to perform. Some of these will be briefly discussed.

*First.* On a whole, boards of education throughout the country have been very liberal in granting releases from contract to men who have been offered positions elsewhere. They have in general taken the view that they do not want to stand in the way of a man who has opportunity to advance himself professionally. This is a commendable attitude, but it complicates the problem of finding a new superintendent. Often boards have very brief notice that a vacancy is to exist, except in cases where the board itself desires to make a change. If a superintendent seeks release late in the summer or after school has opened in the fall, there may be a disposition on the part of the board to fill the vacancy with dispatch. Acting under a time pressure, it is quite possible that a poor selection will be made. The statement is a strong one, but it is highly doubtful if any condition or circumstance can justify haste on the part of a board of education in the performance of its most important duty. It is infinitely better for a school system to operate without a "head" for a relatively brief time than for it to suffer the consequences of a "weak head" for a long time.

## Local Pressure and Politics

*Second.* Local pressures are often strong and by their nature hard to resist. When the superintendency becomes vacant, it often happens that other local schoolmen aspire to the position. That kind of pressure is legitimate and the board should consider it as such. Every local man who has a semblance of claim should feel that his application has received honest, unbiased, careful consideration by the board. That much is due any man who has worked in the system. But in the end the board members must choose the best qualified man they can get. If he is a local man, that

is good; if he is an outside man, that too is good.

It is not statistically impossible for the members of a school board to be an aggregation of cheap, "pee-wee" politicians. Nothing that could be said here or elsewhere could reform such men and make them good school board members. They are beyond hope, and they can be put in their proper place only by denying them public trust and confidence. But such boards are rare indeed — and not many individual members are men of this type. By and large, school board members are men and women of integrity and good common sense, greatly interested in good schools. So in the selection of a superintendent the motives of board members may possibly be bad but they are not likely to be.

Sometimes individuals and groups in the community bring pressure to bear upon the board of education in behalf of candidates whom they would like to see appointed to the superintendency. The motives of these individuals and organizations may be good or bad but in either case the board needs to be alert with respect to such influences. Some schoolmen are gifted in their capacity to "reach" board members by a circuitous route — and this route may be through leading citizens of the community who are themselves not board members. And it should always be remembered that schoolmen who depend on "pull" to get them into a superintendency are likely to depend on "pull" to keep them there — and the "draw cords" do wear out with astonishing rapidity.

## Duty Cannot Be Delegated

*Third.* The difficulty of selecting a superintendent is sometimes complicated by the fact that board members have had no experience in performing this duty. This lack of experience may be due to the short time members have been on the board or there may not have been a vacancy in the position over a long period of time. The feeling on the part of board members of their incompetency to perform such an important duty is a natural reaction and in one sense shows a commendable attitude. But it is charged with danger. Feeling their limitations very keenly, board members may in practical effect *delegate* this function, in which case they act as a rubber stamp only. In a technical sense a superintendent is always elected by a board of education, but in some cases this is merely a formality, the real selection being made elsewhere. Under no circumstances should a board delegate its most important single function — and a feeling of incompetence resulting

from lack of experience should not change the matter. Once a board confesses by the act of delegation its ineptitude, at that moment it opens itself to all kinds of abuses from all sorts of people. This does not mean that board members can wall themselves in and thus acquire competency. Of course they need help. Of course they should get help. But in every case it should be crystal clear to everybody that the real selection is being made by the board. (When to call in an expert will be discussed later.)

Space does not permit a detailed discussion of a great many other factors which have to be considered by particular boards in the selection of superintendents.

## A GENERAL PLAN FOR SELECTING A SUPERINTENDENT

No cut-and-dried procedure can be made fully applicable to individual school systems. The facts of a given situation must be taken into account. Hence it is not proposed that the procedure developed below should be adopted in every situation. The writer does hope that the suggestions given may be helpful to boards of education in the performance of a great responsibility.

*Step 1.* When a vacancy arises in a superintendency, the first step the board of education should take is to make a public, official announcement of the vacancy, and that a new superintendent is to be elected. This step should always be taken because it gives prospective candidates unquestionable assurance that in applying they are acting within the scope of professional and personal ethics. This action is important since it is regarded as bad practice for a man to become a candidate directly or indirectly without positive knowledge that there is a vacancy.

*Step 2.* Having announced that there is a vacancy, the next step is to prepare a set of standards or specifications to be followed in making the selection. These standards will of course vary according to the size of the job and the urgency of local problems. But they are of great importance for many reasons. When pressure is being brought on board members in behalf of candidate Jones, it is an excellent thing if the members can say, "The board has adopted definite specifications which candidates must meet if they are to receive consideration, and we shall be glad to examine Jones's qualifications in the light of these standards." Then too a good set of standards are of great help to colleges and universities who may be called upon to submit names. But perhaps the greatest advantage of good specifications is that they will

<sup>1</sup>Glendale Junior College, California.

screen out men who might otherwise apply, and who in the final checkup would do little more than to consume the time of the board.

#### Harm of Screening Committees

It is at this step that boards need help. The standards need to cover vital matters fully and to be expressed completely and simply. This is the time to send out an SOS call for professional guidance. Send the call to people who, as best the board can determine, are qualified to give advice in the field of public school administration and who have no axes to grind. At this point a serious mistake can be made unless it is guarded against. It is never good policy for a board to use a screening committee to submit names of specific men for board consideration because to do so is in fact a delegation of the duty of selection—a thing which should never occur. Unfortunately it does occur frequently and the reason given generally is that the board cannot take the time to review the qualifications of a multitude of candidates. This is not a valid justification for using screening committees. Somebody has to review the qualifications of men who want consideration or else many may not be considered. That job is the job of the board, being guided by a superior set of standards which they have developed through the assistance of competent authorities. It would be infinitely better for most boards to concern themselves less with the execution of detailed administrative acts and more with the supremely important duty of selecting a competent administrator. It is the writer's considered judgment that screening committees composed of leaders in school administration who are called upon to submit a few names from which a selection will be made will almost without exception submit the best list they can. I have no doubt about that. But that is beside the point. Regardless of how competent they are, how conscientiously they do the job, and how good their selection may be, the fact remains that when a board selects from a list of specified names, it is delegating its most important duty.

The specifications to be followed in the selection of a superintendent must be tailor-made to fit the circumstances of each school system. As soon as they have been determined they should be reduced to writing and given due publicity. Each candidate who desires consideration should be furnished a copy of the standards, and be given very clear, definite instructions not to apply in writing or in person if his qualifications do not conform to the standards completely.

*Step 3.* Notify college and university placement bureaus of the vacancy and furnish these bureaus with a copy of the standards to be used. Ask each placement office to submit a list of 10 or 15 names of men who, as best the placement office can determine, can meet the standards. Warn

the placement bureaus *not to submit* the papers of such persons until further communication from the board. Ask them to send only names and addresses. Send this request for names and addresses to not less than three institutions which are known to have good departments of administration. This is a service which placement offices will be glad to render, and it is one that can be rendered by such office with a minimum of effort. In addition to this request of placement offices, it would be very desirable to write persons who are in responsible positions (but who would not be interested in the position themselves) asking them to suggest the names and addresses of men they think would qualify.

#### Contacts With Candidates

*Step 4.* A communication should be sent to each man whose name has been obtained from placement offices and elsewhere. In this communication, the following things should be clearly indicated (and included):

1. A statement informing the man how his name has come before the board.
2. A forceful warning that the board will not grant personal interviews except to those who shall subsequently be invited to appear before the board.
3. The standards to be followed in making the selection should be included in this communication.
4. An application blank should be sent to the man with instructions that it must be filled out completely.
5. The latest date for filing application should be stated.
6. A request should be made of the man to include additional data which he thinks would be useful to the board in evaluating his qualifications.
7. The board should inform the man of the number of men to whom the same communication is being sent.

In connection with Steps 3 and 4, let it be understood that men whose names have not been submitted to the board are not barred. On the contrary any man who desires to apply should be granted that privilege and his credentials should receive genuine review by the board.

*Step 5.* When applications come in they should be circulated among board members so that each member can review each application. This will of course require time, but it is time exceedingly well spent. At

this point the actual judgment of the board begins to form. To secure the best evaluation, it may be desirable at this stage for each board member to study the applications independently of other members. After careful examination, each member should make a list of about 15 names which he thinks are the best, judging of course by the standards that have been set up.

*Step 6.* The board should then meet as a board. After very full discussion, the board should agree on a list of about ten names. The board should request placement bureaus to send the credentials of the ten men selected for interviews.

#### Personal Interviews With Candidates

*Step 7.* The men agreed to in Step 6 should be invited for personal interview. They should be told when to appear and about how much time the board can give to them. Under no circumstances should a board try to evaluate a candidate in less than one hour of time. The more time that is given to men in interviews the more certain the board can be that its final selection will be the best one. Remember that at this stage each man who is invited will be a good one. At the conclusion of the interviews with the ten men, the board should announce that the number will be pared down to three or four names and that these men will be called back for further consultation at a time to be announced later.

*Step 8.* Invite three or four men in for final conference. At this time it is advisable to have them appear on separate days. This is necessary in order to discuss with each candidate in great detail his qualifications and to review in equally great detail local school problems. Remember that at this time a final selection is not far off. During this interview all members of the board should be present. They should try to get a clear understanding of the candidate's views on as many problems as possible. This interview will be much more satisfactory if the board will prepare in advance a list of subjects to be discussed with the candidate.

*Step 9.* Make the selection.

In the final analysis, the selection of a superintendent is a matter of pooling the best judgment of board members—and it is *their* judgment that ought to be pooled. No cut-and-dried formula can be made for evaluating the qualifications of candidates, but some factors are always involved and a brief discussion of them seems appropriate.

#### Three Factors in Selection

1. *The factor of personality.* Under this heading a number of things must be considered, such as age and health. Age is important, first as an evidence of maturity, and second as to the probable length of service of the candidate. Due consideration must be given to health because the job of superintendent is not an easy one.



Of course commanding personality is highly desirable but only when it is coupled with other qualifications. A superintendent should be able to command the respect of his associates, and the school system ought not to have to feel apologetic in the leadership it has. Public speaking ability is a distinct advantage. A liberal amount of personal charm is good. But a word of warning is not out of place. Personality is sometimes deceptive, and it can cover temporarily a mediocrity that is almost pathetic. The weight given to personality should increase as the candidate's other qualifications increase. Under no circumstance should it be allowed to offset rich experience and broad professional training.

2. *The factor of experience.* In selecting a superintendent, boards of education usually attach considerable importance to a candidate's previous experience—and this is good. How much and what kind of experience a candidate must have will vary greatly. If the superintendency is a very small one, the board may be compelled to choose a man who has had no previous administrative experience. If it is somewhat larger they may be able to get a man who has had some administrative, supervisory experience but not as a superintendent. If the superintendency is reasonably large, then the board may require as a condition precedent previous experience as a superintendent. Of course the latter is the best experience if it can be obtained.

If the board has wide latitude in choice, then the question of how much experience and when arises. In larger systems, an effort should be made to obtain a man who has had five to ten years' experience in smaller systems, but not too small. Beyond ten years, experience diminishes in importance. As a general rule it is wise to employ a man who is "going up the professional ladder" rather than one who is "on the way down." Recent experience is of course more valuable than experience lying far back.

3. *The factor of professional training.* Here is a factor upon which a board can be misled unless it is aware of the facts. School administration has become professionalized, specialized, and in many respects technical. Because of this, a board should ascertain whether the candidate's training has been specifically in the field of administration or whether it has been in psychology, history of education, curriculum, methods, or what not. Men are now being given intensive training in administration, and they are the men who are best qualified in terms of professional preparation.

Perhaps the time has not yet come when boards of education should require a doctor's degree in school administration, but the time has come when genuine respect should be given to men who hold such credentials. They are the best single index of a man's attitude toward the profession and of his belief in comprehensive training for the job of superintendent. If a man has credits in excess of the number required



#### Planning School Building Expansion

The board of education at Holdrege, Nebraska, has developed a spot map indicating the home of pupils and the areas where home construction is likely to take place. On the basis of its study, the board is planning the expansion of the present school plant.

The board of education considers its superintendent, Dr. L. A. Bragg its chief executive, responsible for the management of the schools. The board limits its activities to the development of the general policies, adoption of budget, evaluation of school services, control of finances, and similar work which falls naturally into the legal and general responsibility of a representative board.

In the picture the members are, left to right: Standing, Leslie Shaffer, Dr. H. A. McConahay, Lansing Anderson, Claude Norris, and President R. C. Brown. Seated are Supt. L. A. Bragg, Dr. Robert Best, and Secretary Ruby Mahaffie.

for the doctor's degree, it is at least a legitimate question for the board to ask him why he did not choose to get the degree. A good many men in this category have what may be termed "vacation credits," that is, credits picked up by attending summer sessions at various schools throughout the country. Some men have honorary doctors' degrees. If so the board ought to find out what they did that was honorable.

Some preference should be given to training that has been acquired in fairly recent times. This is true because important techniques have been developed, and men with recent training are more likely to possess these techniques.

Scholarship, authorship, and research are good barometers. They indicate not only capacity but important character traits as well. They reveal painstaking care, the thoroughness, and reflective thinking, all of which are of great value in school administration.

The selection of a superintendent of schools is a supremely important duty, and it is a duty that rests on the board of education and on the board of education alone. It should never be delegated. It should be done by the board—the whole board—with painstaking care. The board should seek a man who perceives with clarity the educational ends to be accomplished, who has the capacity to see what each branch of administration should do, who can distinguish between details and major issues, who can delegate authority; who has the

ability to choose subordinates with qualifications suited to the duties to be performed, and who can devise the necessary checks to see that the whole system functions effectively. A board should canvass widely for a man who has a fine personality, a brilliant and well-ordered mind, extensive professional training, successful administrative experience, a broad general education, and a character that can meet the most severe tests.

#### HISTORY OF EDUCATION

Whatever the kind or amount of educational history we may agree upon as needed by teachers, whether on the graduate or undergraduate level, we should keep in mind that educational history is not merely a record of theories, devices, or methods, or subjects used and taught in the past. Educational history has been made through large movements and forces—economic, political, social, religious, and scientific—and through great personalities. If education is a fundamental element in civilization, the history of education becomes in large part the history of civilization; and immortality for teachers of teachers is gained only when they blossom in the lives and works of others. Teachers in the present confused American scene need as perhaps never before in the history of American education to be saved from the dead words of living men and be led forward through the living words of the dead. —Edgar W. Knight, *University of North Carolina*.

## The Teacher Replies—

### MY FEE IS \$10

Harry Parsons, science teacher in the high school, was correcting papers at his home one evening when the doorbell rang. He admitted Parker McGowan, well-known attorney of the city, and president of the school board.

"Well, this is an honor, Mr. McGowan," said Harry.

"I wouldn't say that. I've come to ask a favor."

Harry looked at him. A favor? And for the man who had squelched the teachers' request for an increase in salaries?

"Won't you sit down? What can I do for you?"

"Thanks. It's about my boy, Henry. You have him in your classes and home room. He finishes in June—I hope, but I haven't made up my mind whether to send him to college or to put him to work. I want your advice."

"I see. You assume that my professional training enables me to understand him better than you?"

"Well, not exactly that, but you do have a professional equipment that should help me decide whether college is the right thing for him."

"Yes, I believe I understand Henry's aptitudes and skills. I can give you some advice. But my fee will be \$10."

"Your what?"

"My fee. You are familiar with fees, Mr. McGowan. You will recall that when I had to sell a bit of property left me in order to meet an insurance policy premium, you drew up the deed. Your fee was \$25. I will be more conservative and charge you only \$10."

"But, man, you are a teacher. You are paid a salary by the taxpayers."

"Precisely, but for a seven-hour day and for a five-day week."

"Ridiculous! You are not paid on a set time basis."

"No? You forget, Mr. McGowan. When the school board turned down our request for an increase in salaries to meet higher costs of living, you issued a defense in the newspaper that, since teachers worked seven hours a day and five days a week, they were paid all they earned. No, my fee for professional services outside school hours is \$10. If you don't wish them you will have to excuse me as I have a pile of papers to correct and a lesson plan to prepare which I don't seem able to get done in a seven-hour day, what with extra-curricular work after school, student conferences, and faculty meetings. Incidentally, teachers are taxpayers too."

"But—but, even so, you are not in a profession such as ours where fees are the established method of payment."

"You lawyers, doctors, and engineers have an advantage over us teachers. When prices go up, you simply raise your fees. We teachers have to take what is handed out. The trouble is that you people look down on teaching as a profession and think anyone can do it. Teaching is a science and an art. We spend time, money, and cerebration acquiring an understanding of psychology, instructional methods, vocational guidance, and the skill of handling adolescents. That is what you are asking me to give you. If this condescending attitude does not stop, there will be more teacherless schools."

"It seems to me you are uttering dangerous sentiments."

"Too dangerous for my own good, you mean? Well, if you decide that I am not needed in the high school, I can step into National Utilities tomorrow at twice the salary I am getting teaching school."

"Why don't you do it, then?"

"Because I am fool enough to believe I ought to stick to the ship in light of this general exodus. Besides, I love my work. To come back to Henry, my fee for advice is \$10."

"I say you have no license to charge fees for professional services when you are paid a salary, since the professional services of lawyers and doctors is of quite a different value to society."

"You mean that lawyers and doctors are rendering services to society greater than

those of teachers? Let's see. The whole town knows that as a corporation lawyer you got Sintex Limited out of a jam with the government. Your fee for just that one case was larger than the average salary of our elementary teachers for the whole year. Would you say that that sort of business is serving society better than the work of the teacher who is trying to rear a generation which will conduct business under a better ethical code?"

"Or, take Hodgins, who has made a fortune with his publication by appealing to people of sixth-grade intelligence. Is he doing society a greater service than the teacher who is trying to elevate standards, while he keeps pulling them down? He is always shouting about the overburdened taxpayers whenever increases for teachers are mentioned."

"No, if the business and professional world will not recognize the professional caliber of teachers, we will have to charge fees for outside services. And if school boards keep harping on this outworn theme of teachers working only five days a week, we shall have to insist on time-and-a-half for overtime work, the same as common laborers do who get higher wages than we get. So, Mr. McGowan, how about Henry? Want my advice for \$10?"

"Well—I admit I'm stumped as to what to do for the boy's good. You ought to be able to throw light on the vocational angle."

"That's not the only angle. There are other serious problems which as a parent you ought to have, but which you leave to the school teacher to handle."

"All right. Want your fee in advance?"

"No. I'm not a lawyer. I don't ask a retainer."

## Relations of the School Board to the School Personnel

In the recently completed report of School District 102, LaGrange, Ill., Dr. W. C. Reavis suggests a satisfactory method of maintaining constructive relations between the school personnel and the members of the school board. He writes:

"The personnel of the schools is employed by action of the board as a whole. It is the policy of the board of education that members as individuals do not sponsor candidates for positions in the school system. This is the function of the superintendent who nominates candidates for vacancies with a statement of the requirements of the position to be filled and the qualifications of the candidate to fill the position for which the nomination is made. Individual board members have a right in considering the nomination to question the specifications of the position or the qualifications of the nominee. Inability of the executive officer to satisfy the questioner may result in a negative vote, but the member

concerned would not have the right to make a substitute nomination.

"In a similar manner the executive officer should evaluate the services of the employed personnel. Board members have the right to question the evaluation of the superintendent. They would err as board members if they substituted their own evaluations for that of their executive. If they lack confidence in the ability of the executive to make a fair and impartial evaluation of the services of the employed personnel then they should change executives. They should not at any time assume responsibility to the community for the performance of a responsibility which they have delegated to an executive officer.

"One of the adopted policies of the board might lead to misunderstanding regarding the matter just discussed. This policy pertains to the visiting of the schools by board members. The policy is here quoted in full in order

(Concluded on page 84)

# Post-War School Building Problems

## Creeping Paralysis in School Buildings

Harlan L. Hagman<sup>1</sup>

Buildings rarely wear out. A tight roof, a good foundation, and ordinary maintenance will preserve a building indefinitely. Consider, if you will, some New England farmhouses built before the American Revolution. The long years of use and weathering have not affected the strength of the structure nor made the buildings less satisfactory as shelters. The materials used in the construction make little important difference. Wood, stone, brick buildings endure through decades with care given to matters of repair and maintenance.

School buildings don't wear out. The 1870 red-brick high school with its high windows and cupola makes hard work for the wrecking bar as way is made for the modern replacement. Like the fountain pen in current advertising, a school building might be guaranteed not for months, not for years, but forever.

Significant, however, in the life of a building is obsolescence. Since almost any structure will last for many years more than the period of its probable use, wearability is not the first factor of importance. Many a temporary building erected in years of school crowding has proved its durability. In fact, administrators have found that the unsightly "portable" can be distressingly permanent.

Time can sit heavily on a school building in ways not marked by rotting timbers and crumbling masonry. The signs of old age show in some structures before the newness is gone from the bronze plate listing the names of the board members. Time can outrun the architect's planning and educationally the wrecker's bar should be heard before one brick is put on another.

### Obsolete Before Built

It is likely that in many communities obsolescence is well advanced in the buildings now contemplated by school boards for construction in the months to come. Projected buildings may be so designed that they will not serve adequately the educational program in progress at the time the buildings are completed nor permit adaptation to program needs of the future.

Obsolescence is a matter of difference between the building and the educational program in it. If the educational plan is paralyzed also, the obsolescence will not be so noticeable and the structure may entomb decently the corpse of an educational what-might-have-been. Some very ornamental mausoleums are erected on school and college campuses every year.

The school building is an educational instrument. Its effectiveness is measured in terms of its contribution to the educational activity it houses. The one-room schoolhouse

<sup>1</sup>Associate Professor of Education, Drake University, Des Moines, Iowa.

was a functional device for the program it was designed to shelter. When the one-room school moved to the city and became a 24 by 30 standard classroom with rows of seats and left-hand lighting, it was, and still is, functional in terms of a read-and-recite school program. But when the program is not solely textbook centered, the limitations of rectangular boxes in double rows double high, however excellently proportioned, with proper cubic allowance per pupil begin to be appreciated.

### Useful as the Courthouse Cannon

The school building is obsolescent to the degree that it is not functional with respect to the *current* educational program. If the accomplishment of the building is that solely of providing a roof and walls against weather, no amount of new face brick and Indiana limestone will make it other than obsolete though the structure may stand as an ornament along with the cannon on the courthouse lawn. But if it assists in the bringing about of experiences conceived in the educational plan, the building staves off obsolescence.

A building created as a functional structure needs flexibility to permit it to adjust adequately to changing demands upon it. The introduction of new instructional methods, new courses, and different services is slowed by lack of adaptability in the physical plant. Rigidity in plan and arrangement gradually throttles the changing program, until the disparity between the building and the modern program becomes so great that the building is abandoned in favor of a new one for new times. Flexibility can be provided for in the plan and construction, and adjustment to future needs can be assured to a considerable degree.

The structure must be able to adjust to a varying school population. School buildings become obsolete when they cannot be extended to house numbers of persons in excess of the number for which the building was originally constructed. Perhaps most new construction comes about because old buildings are too small and cannot be added to satisfactorily. Less appreciated generally as a problem in obsolescence is the building having, through changes in a neighborhood, fewer persons to serve than when it was built.

Another aspect of obsolescence in school buildings is a growing inefficiency. As a school building should be functional and flexible, it should also be efficient in operation and maintain this efficiency in the face of changing times.

### Stiffening Hand on Progress

The life of a building as an educational instrument is extended when it is designed to

be run economically with a minimum loss in efficiency. But where maintenance is expensive, heating difficult, repairs frequent, management costs high, and special operating equipment necessary, the school plant lays its stiffening hand on the educational program.

And so, while school buildings will not wear out physically, their usefulness in education may be impaired by their failing to be functional in terms of the educational program, failing to be flexible so as to adjust to changes in the educational program, and failing to be efficient and economical in operation. In another but related sense, school buildings may be viewed as obsolete as they lose the attractiveness once possessed or as they fail to be safe to the degree demanded of modern school buildings. Abandonment and new construction make obsolescence a high though hidden cost in school operation. The new school building will *last* through coming generations but its usefulness will be as short lived as the plan fails to represent clear thinking about what the educational program demands and will demand of the building.

The combating of obsolescence begins desirably before a building is laid out by the architect. Practical preventive measures can be employed by the school executive through months and years before the new construction begins.

### Combating Obsolescence

1. *The educational plan.* Of first importance is the long-range educational plan by which the school sees its day-to-day operation as connected effort toward the accomplishment of stated goals placed somewhere in the future. The long-term plan should take cognizance of current needs, the efforts made to meet these needs, the degree of success achieved, and the difficulties met because of inadequacies in personnel and equipment. The plan should also anticipate needs to be met in the future and indicate the means necessary to meet those needs.

The school plant should be studied in connection with the educational planning to see in what ways its design and equipment foster the educational undertaking and in what ways they interfere with the provision of the best educational experience. Modifications in arrangement should be made not alone with the thought of making the plant more nearly adequate for current operation but also increasingly more capable of adjustment to program demands in the future. Building planning cannot be satisfactorily carried on without a preceding and accompanying educational planning which attempts to look as far ahead as the expected life of the structure to be built.

2. *Co-operative planning.* In planning school buildings, many minds are better than one.

Administrators, school board members, teachers, students, engineers, custodians, school patrons, citizens of the district, and professional advisers in school management may contribute to the plan which the architect later will draw.

Teachers know best what classroom arrangement means in teaching. They are aware of teaching problems not always understood by school architects. They see the classrooms and the classroom furnishings as aids or hindrances to education.

#### Administrators and Over-all Planning

Administrators see the building-to-be as a problem in administration. Corridors, stairways, entrance and exit arrangements will be important to them. Related location of classrooms, offices, libraries, washrooms, lockers, auditoriums, gymnasiums, and other features affect ease of use and efficiency of administration. The superintendent and other management personnel can offer important counsel in planning.

The school custodian understands the importance of special provision for maintenance and operation. He knows the need for storage spaces properly distributed, service rooms, and other facilities. He will know about problems in housekeeping unsuspected by inexperienced persons.

Parents are interested in the school experience of their children and in a safe, comfortable, and educationally adequate building.

The professional expert offers advice from experience with educational planning applied to school building problems. He can help the school board and administrators avoid costly errors. He can advise with respect to educational needs, qualities of building materials, and economies which can be effected without losses in efficiency, attractiveness, or safety.

Other persons, as well as these, can assist the architect in seeing the building through their experienced eyes. Where one person or several will find it difficult to plan a building in which no important detail is overlooked, many people planning together can scrutinize each problem and study the building plan until no item in it can embarrass the planners. Enlisting the help of many people requires that planning for buildings begin long before the architect submits his first sketches.

#### What May be Expected of the Architect

3. *Competent architect.* The engaging of architectural services should be preceded by a study of recently constructed buildings. Visits to modern school plants can be made by board members and school administrators. Advantage will lie in selecting for study buildings in communities like that in which new construction is proposed. Inspection of the schools and consultation with administrators and board members may reveal shortcomings in design and errors in construction to be avoided.

Since the planning of a school building requires a knowledge of educational practices and programs, the successful experience of the architect is an important consideration when a contract is to be awarded. The designer of



Dr. Harold E. Moore

#### DR. HAROLD E. MOORE GOES TO KANSAS CITY

Dr. Harold E. Moore, who was appointed on January 9 as superintendent of schools at Kansas City, Mo., succeeds Herold Hunt who resigned to accept a similar position in Chicago. The appointment which became effective February 1 is for a period of three years and five months. Dr. Moore will receive a starting salary of \$14,000 a year, which will advance automatically to \$15,000 in 1949.

Dr. Moore comes to Kansas City from Mishawaka, Ind., where he had been superintendent since August, 1946. He is a native of Indiana, was graduated from Indiana Teachers College in 1924, and earned his A.M. degree from Indiana University, Bloomington, in 1929. In 1945 he received the degree of Ed.D. from the same institution.

After teaching for two years in the Sullivan County schools he became principal of the schools in Vigo County. After six years' service he resigned to become state director of elementary and high school inspection, serving from 1931 to 1933. In 1933 he was elected county superintendent of the Vigo County schools, but in 1936 he resigned to become director of the School of Education of Indiana University, serving as principal of the University School, director of the Bureau of Teacher Recommendations, and professor of School Administration. He was elected superintendent of schools in Mishawaka in 1946 and has been serving his second term.

Dr. Moore has been a frequent contributor to educational literature and is the author of numerous articles and several books on educational subjects. He has been active in the educational associations of the state, is a member of the N.E.A., the A.A.S.A., and the Indiana Town and City Superintendents' Association.

the new building may profit from his past errors as well as from his successes. It is inadvisable to engage an architect who is unacquainted with school construction even though his successes in designing other buildings are noteworthy.

The building should fit the neighborhood in which it is to be constructed and make best use of its site. The board of education may need to assure itself that the architect is preparing an original design fitted to the proposed site and is not offering a duplicate of a structure success elsewhere in a different location. The new school should appear a natural part of its neighborhood. The competent architect will be guided by the demands of the site and will offer a design which secures every advantage of the location.

#### Flexibility Is Possible

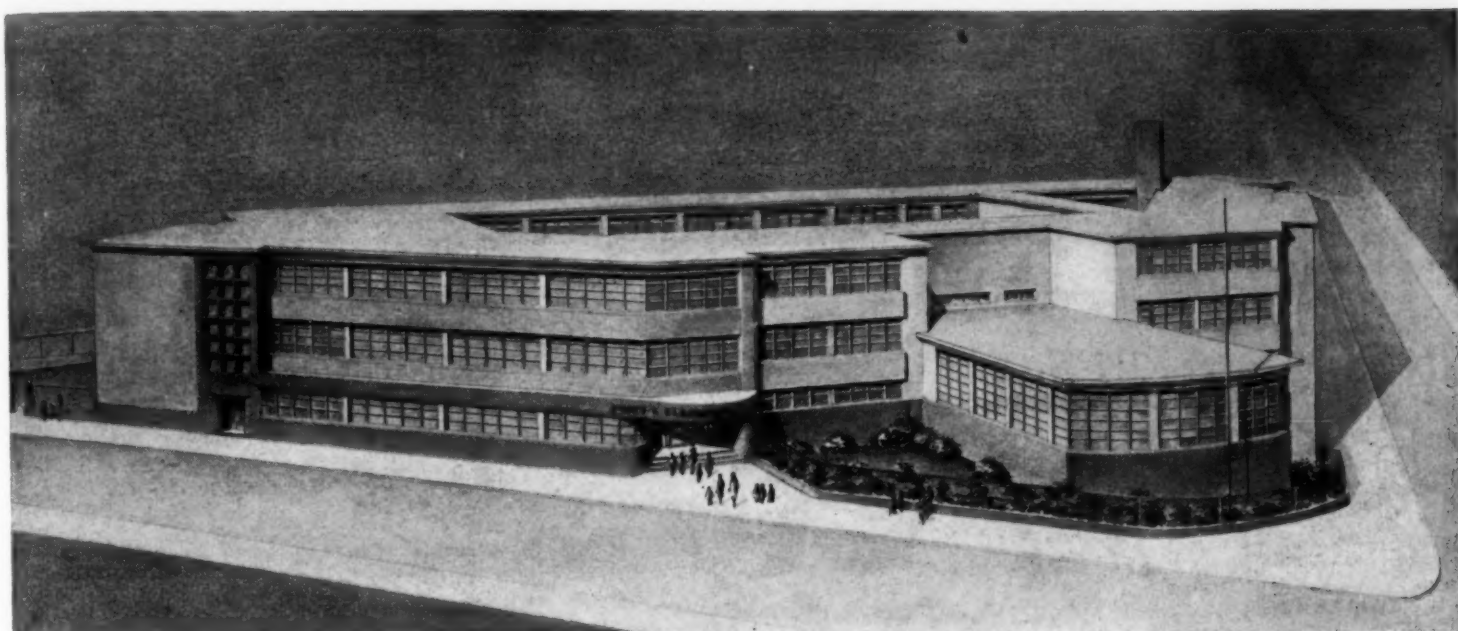
4. *Planning for flexibility.* With the counsel of the professional school personnel and others, the architect should design the building

so that it can be modified easily as changes in the educational program create needs for changes in the physical plant. Most school buildings built since World War I have been of the open type permitting of additions to be constructed without damaging the effectiveness of the original design. An open plan may be presupposed but some care will need be taken to assure adequate space for future additions. The provision of a heating plant which can, with slight modification, care for an increased load is important as is the planning for future extension of sanitary and electric utilities.

Modern planning provides for the distribution of bearing and nonbearing partitions so that room sizes can be adjusted without disturbing the strength of the structure. As room sizes may need to be changed at some time after the building has been built, so may primary use of any particular room be changed. In keeping with the desire for easy modification when necessary, built-in features limiting the use of a room to one activity should be avoided as much as possible. Cabinets, display cases, bookshelves, and counters may be installed attractively and be equally usable when kept out of the end walls of the room. When fixed equipment is necessary, provision should be made for expanding the size of the room according to future needs rather than planning transfer of such fixed equipment to another location. Openness should be a characteristic both of the building as a whole and of each room in it.

Some school administrators are advocating the use of detached structures for special instructional purposes. There appears to be no important reason for a school to be limited to a single structure if several together will serve better. Some war-surplus buildings have shown the value of such structures as permanent rather than temporary additions to the school plant. Small frame buildings set on adequate foundations, painted, and landscaped satisfactorily can be serviceable and attractive. When the need for them passes, such buildings can be dismantled, moved away, or converted to other uses in the interest of the school and community. Problems of sound reduction may be minimized by moving noise-producing activities away from classrooms where quiet is important. Shop activities and laboratories, often provided for with difficulty and high cost in the school building proper, can be housed satisfactorily in a one-story factory-type structure with movable partitions. Flexibility in a school plant may be secured through the open plan and the use of detached units.

5. *Schools not cathedrals.* School boards need to remind themselves that they cannot build schoolhouses for all time. Since temporary construction can be made to serve efficiently for long periods, it may be that school buildings in the future will be more readily modifiable in keeping with developments in education and much less obviously monuments to educational practice of the generation before last. School buildings don't wear out but they die of the creeping paralysis of obsolescence.



Perspective, Norris & 17th Streets Elementary School, Philadelphia, Pennsylvania. — Baader, Young & Schultze, Architects and Engineers, Philadelphia, Pa.

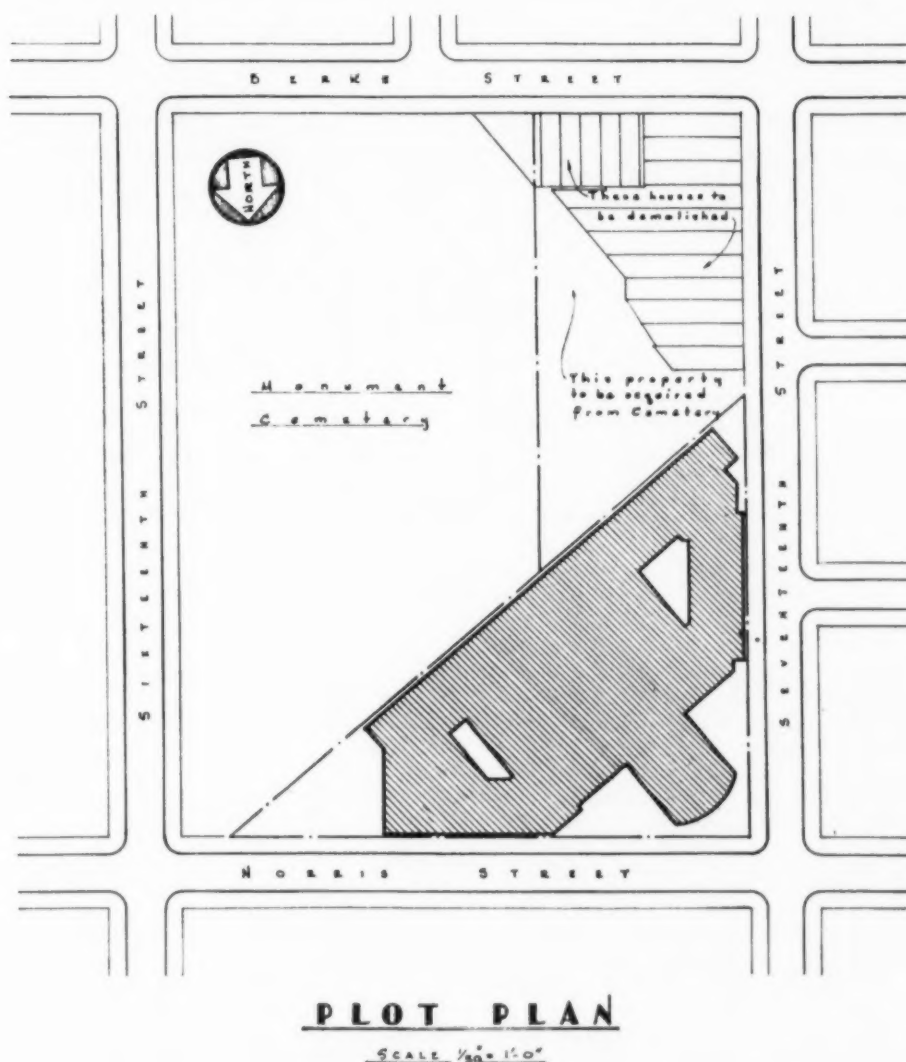
## A Philadelphia Elementary School

*Baader, Young, and Schultze,  
Architects, Philadelphia*

The great metropolitan cities of the East, with their crowded neighborhoods and excessive real estate valuations, are confronted with problems of school planning and construction that are difficult for school authorities of small towns to understand. The desire of boards of education to give educational services equally in the poorest and most crowded sections of a city, as well as in the best residential neighborhoods, causes the school executives and their architects to employ the finest planning ability and the most careful foresight for what under older viewpoints were considered undesirable neighborhoods. The new school buildings erected are consequently monuments in otherwise poor communities and provide a type of civic activity that gives educational and social services far beyond the ordinary academic instruction enjoyed by children.

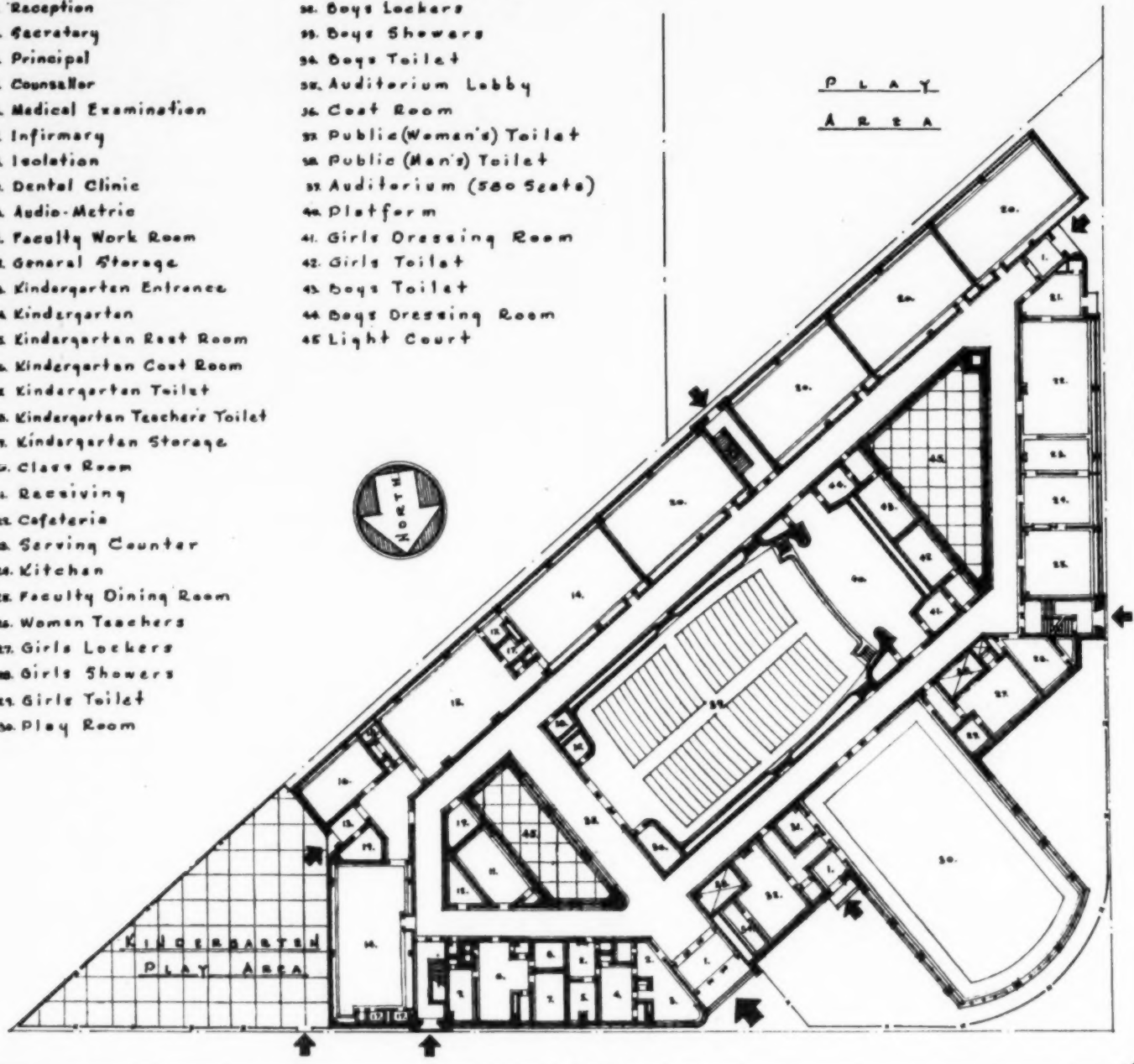
The new elementary school to be erected shortly at Seventeenth and Norris Streets, Philadelphia, is a building which will serve an extremely crowded neighborhood. The school is to occupy a triangular plot of ground adjoining an ancient cemetery, which is so old that any morbid influence which might be attributed to a place of burial is absolutely impossible. The cemetery dates from Colonial times and is of historic interest; it does provide an open area and thus gives light and air to the main classroom wing of the building.

The accompanying illustrations make clear



The Norris & 17th Streets School, Philadelphia, occupies a valuable site in an old, crowded section.

- |                                   |                             |
|-----------------------------------|-----------------------------|
| 1. Entrance Vestibule             | 31. Play Room Storage       |
| 2. Reception                      | 32. Boys Lockers            |
| 3. Secretary                      | 33. Boys Showers            |
| 4. Principal                      | 34. Boys Toilet             |
| 5. Counsellor                     | 35. Auditorium Lobby        |
| 6. Medical Examination            | 36. Coat Room               |
| 7. Infirmary                      | 37. Public (Women's) Toilet |
| 8. Isolation                      | 38. Public (Men's) Toilet   |
| 9. Dental Clinic                  | 39. Auditorium (500 Seats)  |
| 10. Audio-Metric                  | 40. Platform                |
| 11. Faculty Work Room             | 41. Girls Dressing Room     |
| 12. General Storage               | 42. Girls Toilet            |
| 13. Kindergarten Entrance         | 43. Boys Toilet             |
| 14. Kindergarten                  | 44. Boys Dressing Room      |
| 15. Kindergarten Rest Room        | 45. Light Court             |
| 16. Kindergarten Coat Room        |                             |
| 17. Kindergarten Toilet           |                             |
| 18. Kindergarten Teachers' Toilet |                             |
| 19. Kindergarten Storage          |                             |
| 20. Class Room                    |                             |
| 21. Receiving                     |                             |
| 22. Cafeteria                     |                             |
| 23. Serving Counter               |                             |
| 24. Kitchen                       |                             |
| 25. Faculty Dining Room           |                             |
| 26. Women Teachers                |                             |
| 27. Girls Lockers                 |                             |
| 28. Girls Showers                 |                             |
| 29. Girls Toilet                  |                             |
| 30. Play Room                     |                             |



First Floor Plan, Norris & 17th Streets Elementary School, Philadelphia, Pennsylvania. Baader, Young & Schultze, Architects and Engineers, Philadelphia, Pa.

the unusual arrangement and orientation of the building, planned for 1200 children in grades one to six inclusive, and for two kindergarten classes. Roughly, the plan is a huge triangle with classrooms on the outer sides and corridors facing a central court. The accompanying plan of the first floor shows how cleverly the architects have made use of the site and have removed the instructional rooms so far as possible from the streets.

The exterior design is in a contemporary modernistic style, depending upon the use of carefully chosen light and dark brick and local serpentine stone trim. The frame and floor slabs are to be of reinforced concrete and the flat roofs are to be constructed of the same material. The interior nonbearing partitions are to be cinder block, painted. The toilet rooms, cafeteria, kitchen, dressing

rooms, etc., are to have walls of glazed-tile blocks; the ceilings are to be plaster, and generous use will be made of acoustic tile on the classroom ceilings, in the auditorium, and the corridors.

Classrooms are to be heated by unit ventilators, and gravity exhausts are to draw out the used air. Direct steam radiation is to be provided in the offices and other special rooms. The auditorium, the playroom, the kitchens, and similar areas will have ventilation of forced fresh air and gravity exhaust.

The building plan includes on the first floor a series of special rooms for the health care of children, the administration of the school, guidance, lunch service, and the special uses of adult groups who may occupy the building outside of school hours.

The instructional area is to include a total of 30 classrooms and two kindergartens. The

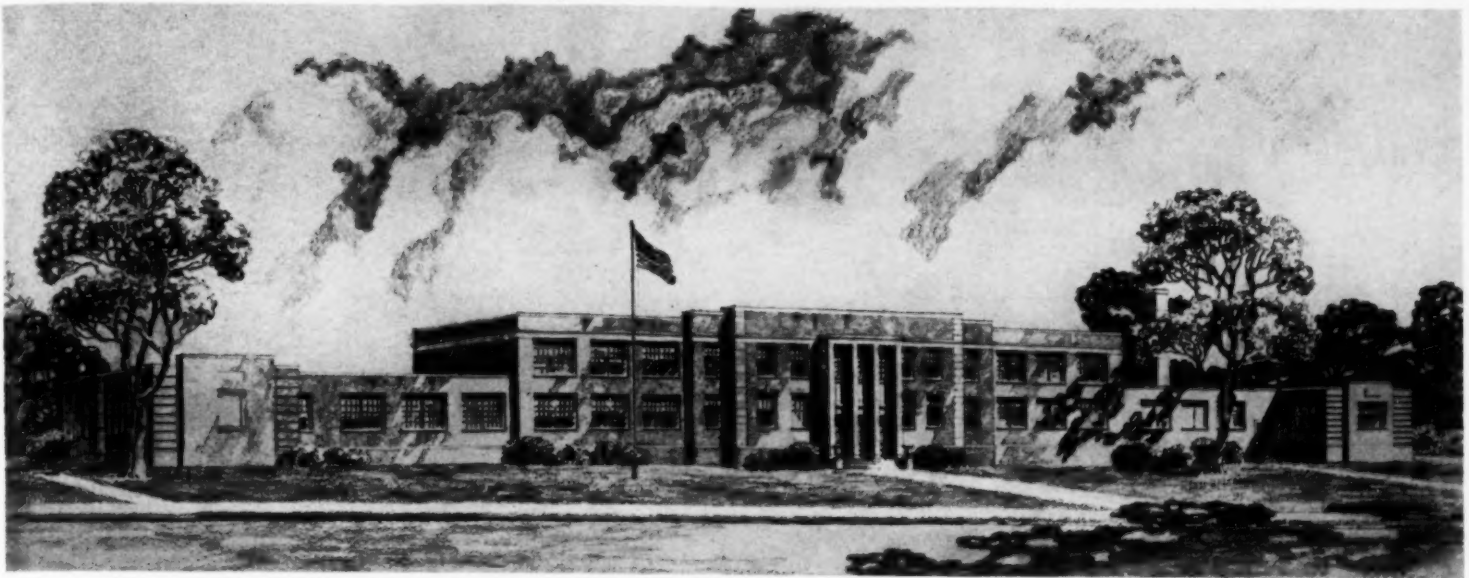
standard classrooms will measure 26 by 44 feet and will be arranged for an activity type of program. A large special room is to be fitted for audio-visual use.

The auditorium on the main floor will measure 92 by 57 feet, exclusive of the stage, and will have a seating capacity of 600. The room is to be dependent entirely upon artificial light and central fan ventilation and is planned for the widest variety of school and adult activities.

The general playroom for physical exercise and games will measure 50 by 80 feet and is to be lighted by full windows on three sides.

The building will be put under contract during the coming summer and will cost an estimated \$1,400,000.

The architects are the well-known firm of Baader, Young & Schultze, 1500 Walnut St., Philadelphia, Pa.



Perspective, Rhawnhurst Elementary School, Philadelphia, Pennsylvania. — Heacock & Platt, Architects, Philadelphia, Pa.

## A Community School for Philadelphia

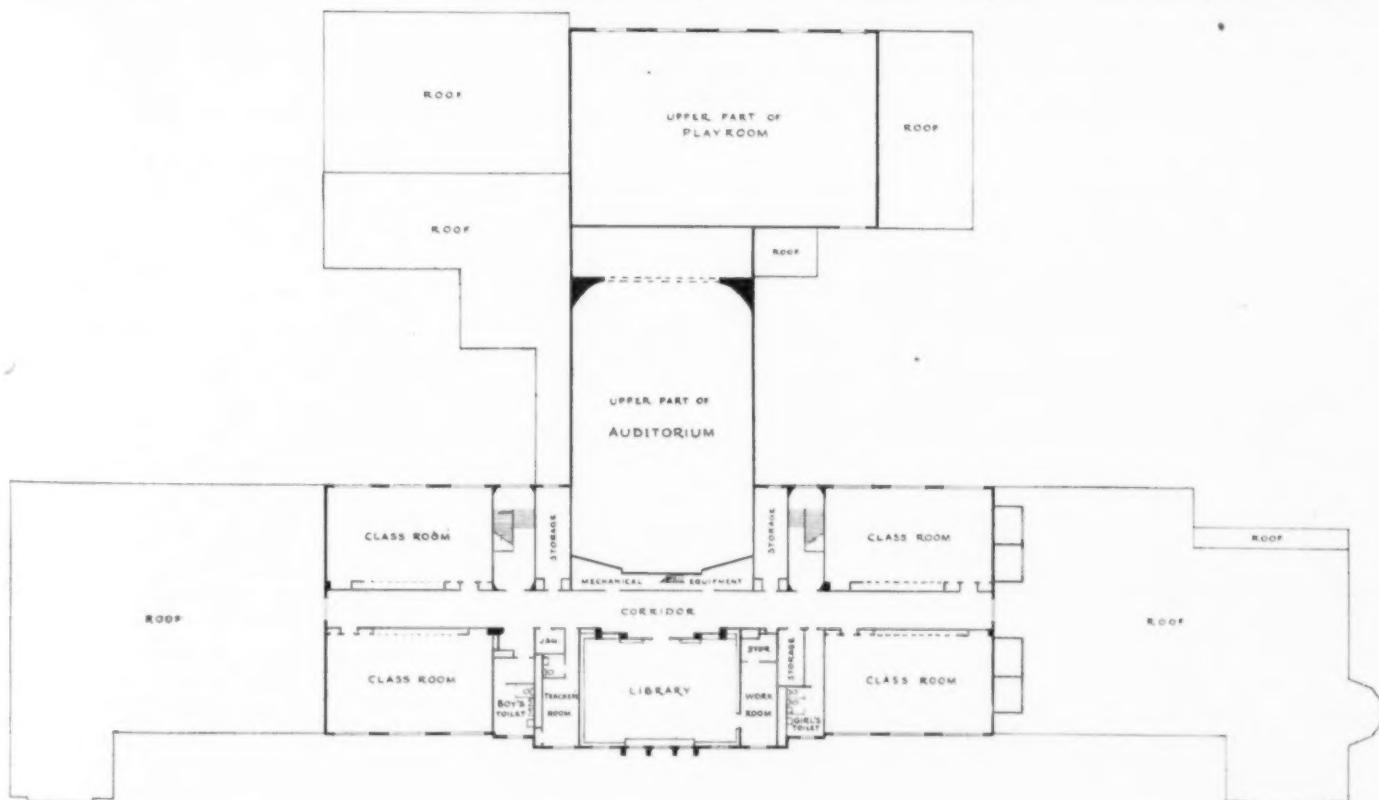
*Messrs. Heacock and Platt<sup>1</sup>*

The postwar school buildings now in preliminary stages of development in the larger cities reflect strongly the recent trends in educational organization and teaching method and

<sup>1</sup>Architects, Philadelphia, Pa.

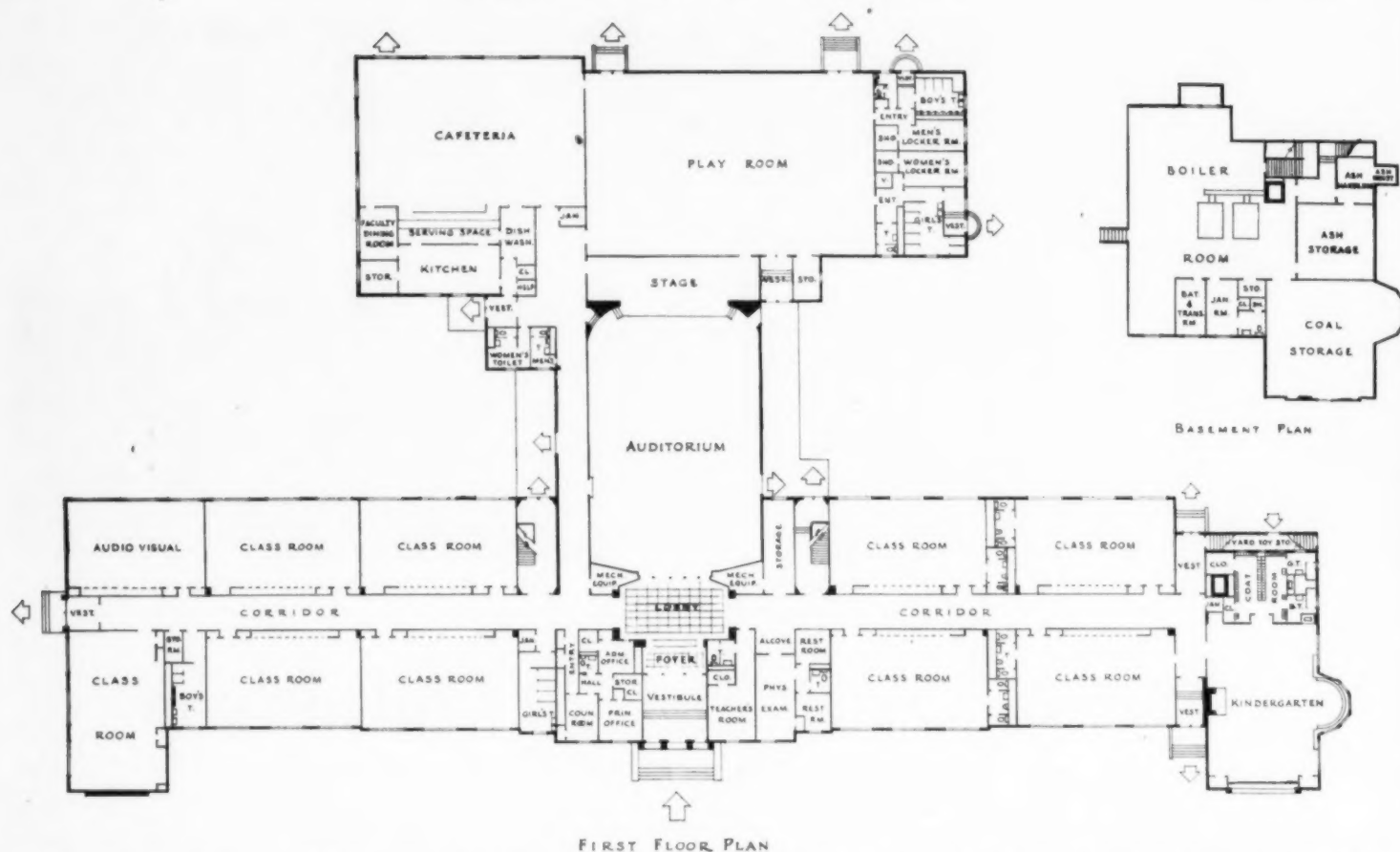
are proof positive of the determination of the school departments to make the school plants the centers of adult educational activities for the neighborhoods served. The foregoing statement applies particularly to the city of Philadelphia where some most interesting building plans are under way.

The Rhawnhurst Elementary School for which plans have been accepted by the Philadelphia board of public education and which



SECOND FLOOR PLAN

Second Floor Plan, Rhawnhurst Elementary School, Philadelphia, Pennsylvania.



Floor Plans, Rhawnhurst Elementary School, Philadelphia, Pennsylvania. — Heacock & Platt, Architects, Philadelphia, Pa.

is to go under contract in the spring expresses clearly the broadened educational program which the Philadelphia schools are offering. The building is planned not only for immediate use, but great care has been given to introduce maximum flexibility so that the instructional areas may be adjusted if and when educational practice is changed.

The building which is to be developed in dark red brick and gray limestone, is of modern design, with an interestingly balanced front growing out of a logically planned interior. The building is entirely without basement, except for a small area at the east end, which is devoted to the boiler room, coal and ash storage, and space for the electrical equipment and the janitor's staff.

The first floor contains 9 classrooms, a kindergarten, a special classroom for audio-visual activities, toilets, an administrative suite, a teachers' retiring room, and a physical examination unit. To the rear of the main classroom building is the auditorium with stage, and beyond this is an interesting playroom and a cafeteria. The playroom is in reality a small gymnasium, with adjoining locker rooms, showers, and toilets. The men and women physical instructors will have separate dressing and toilet rooms.

The cafeteria includes a kitchen, with several storage rooms, separate dressing and washrooms for the men and women employees. A small dining room is set apart for the faculty who may take their meals at school.

The second floor of the classroom unit includes 4 classrooms, a library with workroom adjoining, toilets, a teachers' room, and storage rooms.

The large attention given to the playroom, cafeteria, and auditorium is due to the fact

that the building will serve as a community school for adult use. The surrounding site is being developed as a playground for effective and interesting use, and the entrances and comfort rooms are so arranged that the non-pupil groups who will make use of the special areas for physical play, etc., can be accommodated.

The classrooms are 44 feet in length and it is expected that temporary partitions, consisting in some cases of storage cabinets, will be built in to separate the special activities from the ordinary quiet academic work. These special divisions of the classrooms will be made after the building is completed, when and as the special requirements of the teachers are developed. Four of the primary rooms have separate washrooms and toilets built in so that the first and second graders need not use the general toilet rooms. The arrangement for storing the cloaks of the children include built-in, locker-type wardrobes, set against the corridor wall of the classrooms. The arrangement for pupils' clothing storage in the kindergarten is handled by individual lockers, placed in a room which provides also separate toilets and washbowls.

The building plans were developed by Messrs. Heacock and Platt, from the educational requirements outlined by the office of the superintendent of schools.

#### PHILADELPHIA BUILDING PROGRAM

Seven new schools, to cost about \$22,000,000 must be built immediately in Philadelphia to relieve overcrowded conditions and to provide classrooms for 3000 children receiving part-time instruction, Supt. Alexander J. Stoddard, declared. To do this, Doctor Stoddard said, Federal Government grants will be needed on a liberal basis—probably supplying 75 per cent of the funds for

the construction of the building and equipment.

"I think the time has come when the Federal Government must step in and help build schools here and all over the country," Dr. Stoddard said. "And I think the terms under which the grants are made will have to be liberal, such as a 75-25 per cent basis because communities that desperately need schools now cannot afford even half the cost."

"That," he added, "would be the most legitimate way the Federal Government could help education in this country. If the government would get behind the program, a lot of conditions now delaying the erection of schools would be worked out. We have not built a new school here for 10 years, except one now under construction at Tyson and Horrocks Sts."

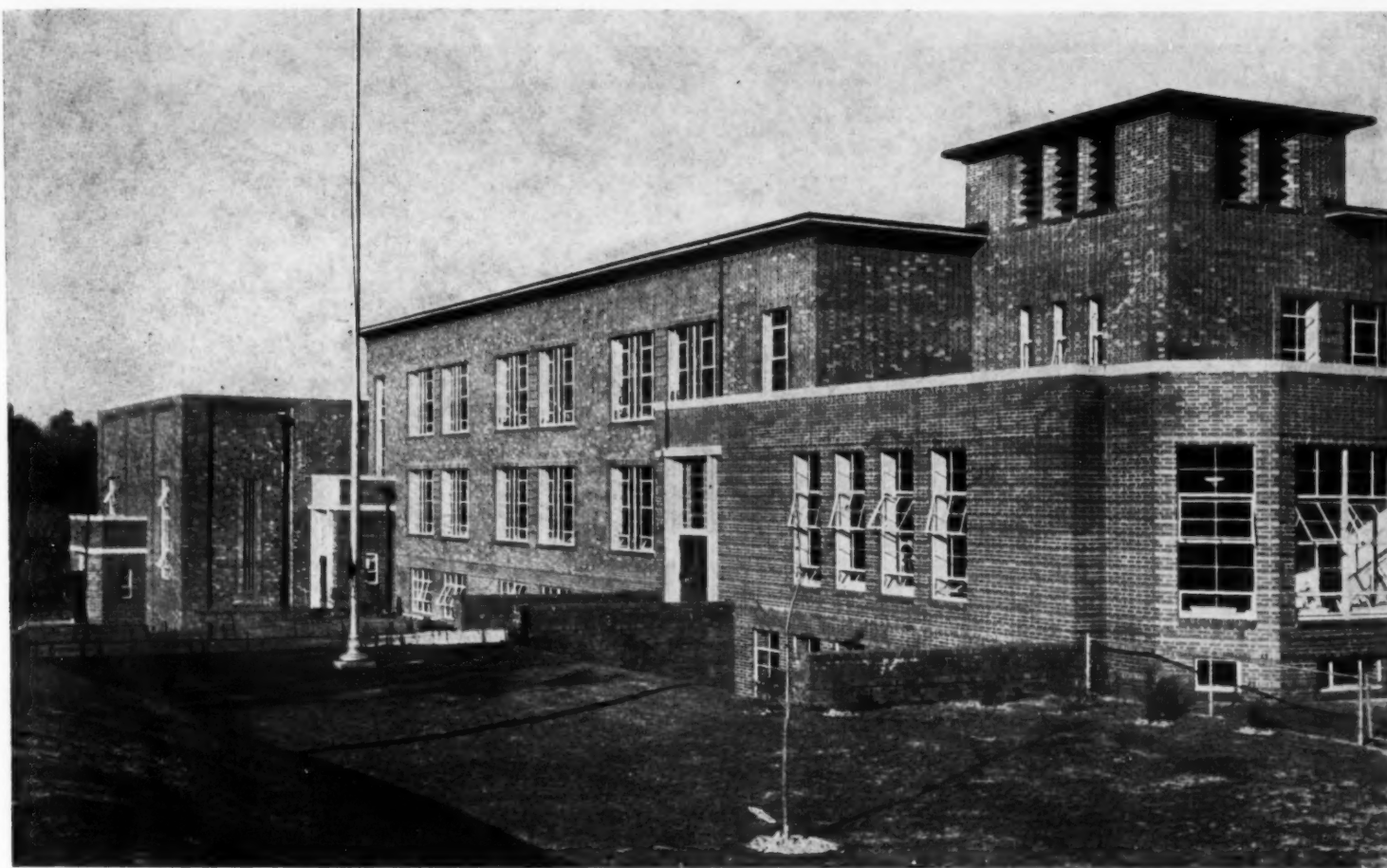
Dr. Stoddard added: "Federal grants for construction purposes are not a new thing and it wouldn't interfere with policy." He summarized the PWA projects in the 1930's under which 17 schools were built and additions constructed at a cost of \$20,000,000. Under that program the government paid 45 per cent and the school district 55 per cent.

"But that shows what we are up against," Dr. Stoddard pointed out. "Then it was 17 projects for \$20,000,000 and today I am talking about only seven for \$22,000,000."

In describing conditions here, under which it has taken two years to build one school, Dr. Stoddard said:

"We are facing a baffling situation. First there is a scarcity of labor to be applied to the jobs themselves, and secondly, the costs are so enormous that we can't afford to go ahead and build."

He explained that with the labor shortage, contractors have refused to bid in many instances and especially if the board tries to insert a completion date in the contract and impose a penalty for non-completion. In this connection, he said, he thought some of the nonessential construction should be postponed so that man power can be diverted to school construction.



Exterior, Douglass Elementary School, Webster Groves, Missouri. — Wm. B. Ittner, Inc., Architects & Engineers, St. Louis, Missouri.

## An Elementary School for Negroes

*Leonard A. Steger<sup>1</sup>*

### One of Several Building Projects

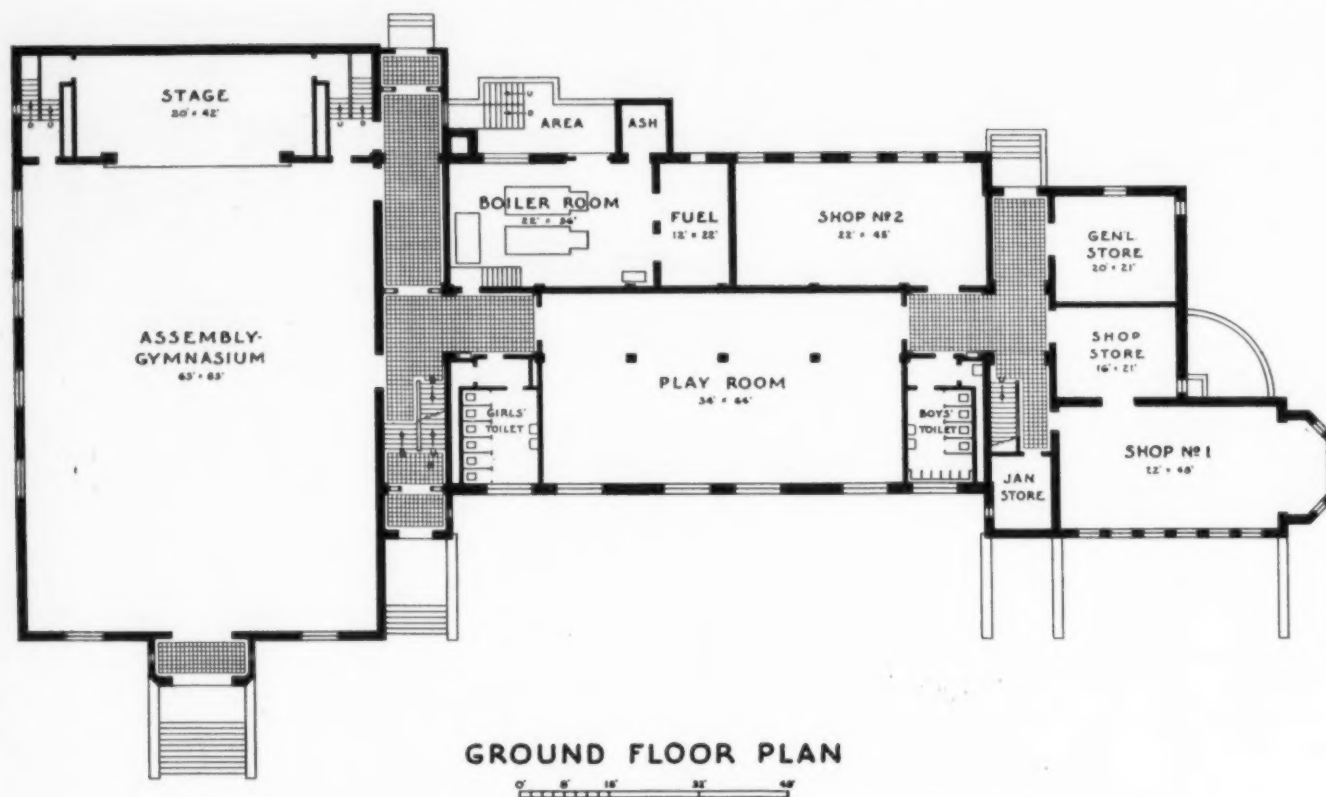
The School District of Webster Groves provides educational facilities for a residential suburban area of approximately 25,000 people. The school enrollment of 4050 is comprised of 2150 children from kindergarten through grade six and 1900 from grades seven to twelve inclusive. Of this number, 275 pupils are enrolled in the Douglass Elementary School for Colored children and 350 Negro children receive their secondary school education in the Douglass High School.

A new elementary school for Negroes was the first of five projects included in an \$800,000 bond issue voted in December, 1944. Bonds were sold in March, 1946, bearing 1 per cent interest with a premium of \$7,087.20. Other projects in the building program, all of which are completed, or are nearing completion, are a high school gymnasium-cafeteria, a high school stadium and athletic field, an elementary school gymnasium-cafeteria. New kindergarten and cafeteria facilities in a large



The cafeteria and the adjoining kitchen are separated by clear glass partitions.

<sup>1</sup>Superintendent of Schools, Webster Groves, Mo.



Douglass Elementary School, Webster Groves, Missouri. — Wm. B. Ittner, Inc.,  
Architects & Engineers, St. Louis, Missouri.

elementary school are still in the planning stage.

At the present time, plans are being made for an expansion of elementary school facilities in the south part of the district which is being improved with several hundred new homes. One or two new elementary schools, which will require voting a new bond issue, must be available for use by September, 1949.

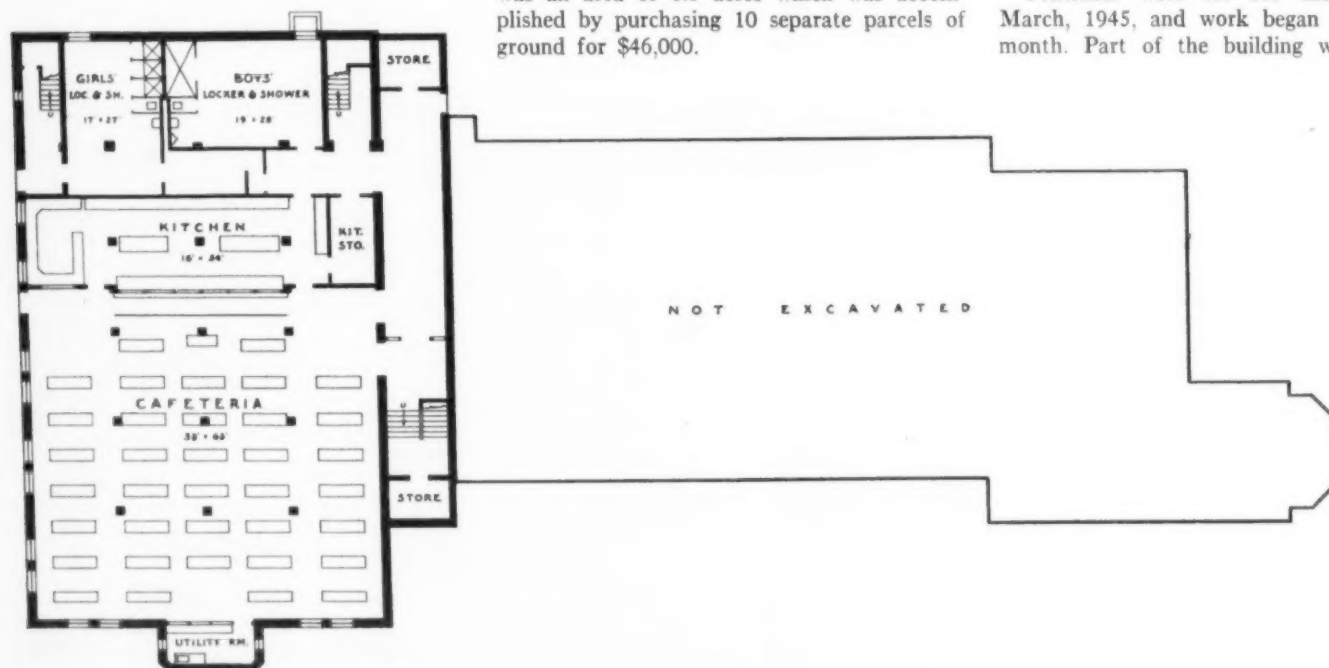
#### Providing a Suitable Site

A high school on the same general site necessitated additional ground to provide an adequate recreation area for children of elementary and high school age. A 10-acre athletic field for Negroes within four blocks of the school alleviated somewhat the need for providing a large site, but, nevertheless, some expansion was required. The final result was an area of 6.2 acres which was accomplished by purchasing 10 separate parcels of ground for \$46,000.

The new building is arranged to conform to the contour of the ground, with space allowed for future expansion and an ample outdoor hard-surfaced play area for elementary and high school pupils. The old building will remain on the site in full use to serve high school pupils.

#### Problems in Construction

Contracts were let for the building in March, 1945, and work began the following month. Part of the building was ready for



Basement Plan, Douglass Elementary School, Webster Groves, Missouri — Wm. B. Ittner, Inc., Architects & Engineers, St. Louis, Missouri.



The auditorium-gymnasium is finished in glazed brick and has a sound absorbing ceiling.

school purposes in September, 1946; however, the completion date was December of that year. Delays were occasioned through difficulty in securing certain building materials and mechanical equipment and also because of strikes in the building trades during the construction period.

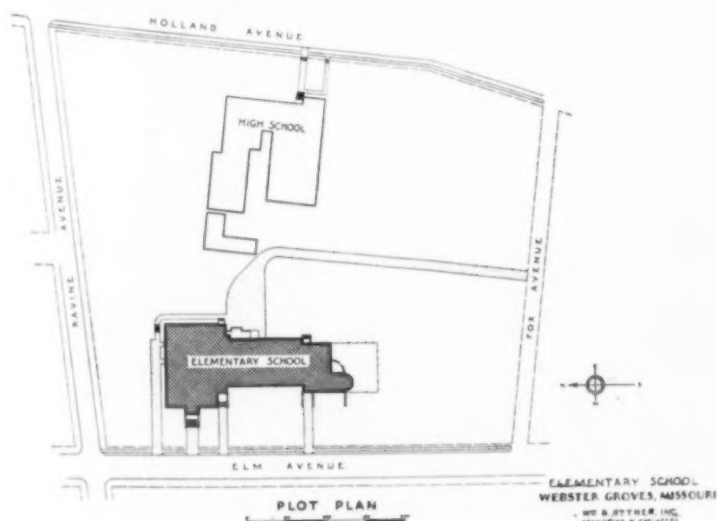
The architects and engineers and contractors made every effort to push the project to the earliest possible completion. Their efforts were also directed to quality construction with the result that a highly workman-like job was secured in a structure which is adequate in every detail.

#### Auditorium and Gymnasium Accommodations

The new building contains an auditorium-gymnasium measuring 63 feet by 83 feet with stage; it is connected with the locker rooms and cafeteria on the floor below. These facilities are planned to serve both buildings and provide for an all-weather physical educa-

tion program. They are also available for community use for various adult education activities. Moreover, it may be said that the entire building is planned to serve as a community school.

The auditorium-gymnasium has bleachers for 500 spectators, which can be increased to about 700 when necessary, which is entirely adequate for the number of spectators



The principal's private office is separated from the general office by a glazed partition.



A typical classroom seated with movable desks and fitted for an activity program.

attracted to games. When the stage is in use the auditorium will seat approximately 750, which can be increased by 20 per cent for capacity crowds. The room has a ceramic tile wainscot, unglazed tile walls, and a maple floor.

The gymnasium is arranged with a large basketball court the length of the room and with two cross courts the width of the room, all equipped with steel-supported back stops of the fan-shaped type.

A stage 20 feet by 42 feet with dressing room and space for equipment storage meets the needs satisfactorily. A modern stage lighting installation adds to the quality of dramatic productions and to the ease with which they are staged. Stage curtains and cyclorama are hung on an easily operated track and pipe battens to provide ready adjustment for any performance.

#### Cafeteria Facilities

The cafeteria dining room, which measures 58 feet by 63 feet, has a capacity for 350 pupils, seated at tables to accommodate six or eight pupils. It has a snack bar for pupils' parties when the room is used as youth center. The snack bar is equipped to serve sandwiches, ice cream, and drinks, and is separate from the kitchen.

The kitchen is of ample size, 16 feet by 54 feet. A storeroom is located at the end which provides sufficient storage for the cafeteria. All kitchen equipment is of stainless steel and is equipped with modern labor-saving devices, electrically operated refrigerators, hotel-type ranges, ovens, and other modern equipment.

The serving counter for the cafeteria is located in front of a glazed partition which makes it possible to close off the kitchen

facilities from the dining room of the cafeteria.

#### Classrooms and Special Rooms

The building contains 13 classrooms which vary in size from 22 feet by 31 feet to 22 feet by 34 feet. Each room is provided with metal wardrobes at the rear for pupils' clothing. Classrooms are equipped with blackboards and with a generous amount of tackboards. Storage cabinets for books and teachers' supplies are also planned so that sufficient space is available.

Work space is provided in each room, but an additional workroom for the primary children is available on one floor. This is equipped with a lavatory, storage cabinets, workbenches, and other equipment necessary for arts and crafts activities. Two large rooms located on the ground floor are also available for arts and crafts for the intermediate grades. These rooms will also be used for community adult education activities.

The kindergarten, 22 feet by 40 feet, contains a workroom, wardrobes, toilet, small stage, and a fireplace. It is not only commodious but attractive and convenient for kindergarten education. The kindergarten opens by way of a paved terrace onto a fenced-in play area, large enough to provide for 50 or 60 children. One primary room also opens onto the play area. In this room preschool mothers meet monthly to discuss child care and development leading up to the kindergarten program.

An office for the principal, health clinic, teachers' lounge, large playroom on the ground floor, and storerooms for books and supplies are special rooms which make it possible to administer a functional program of education in this elementary school.

#### Mechanical Equipment

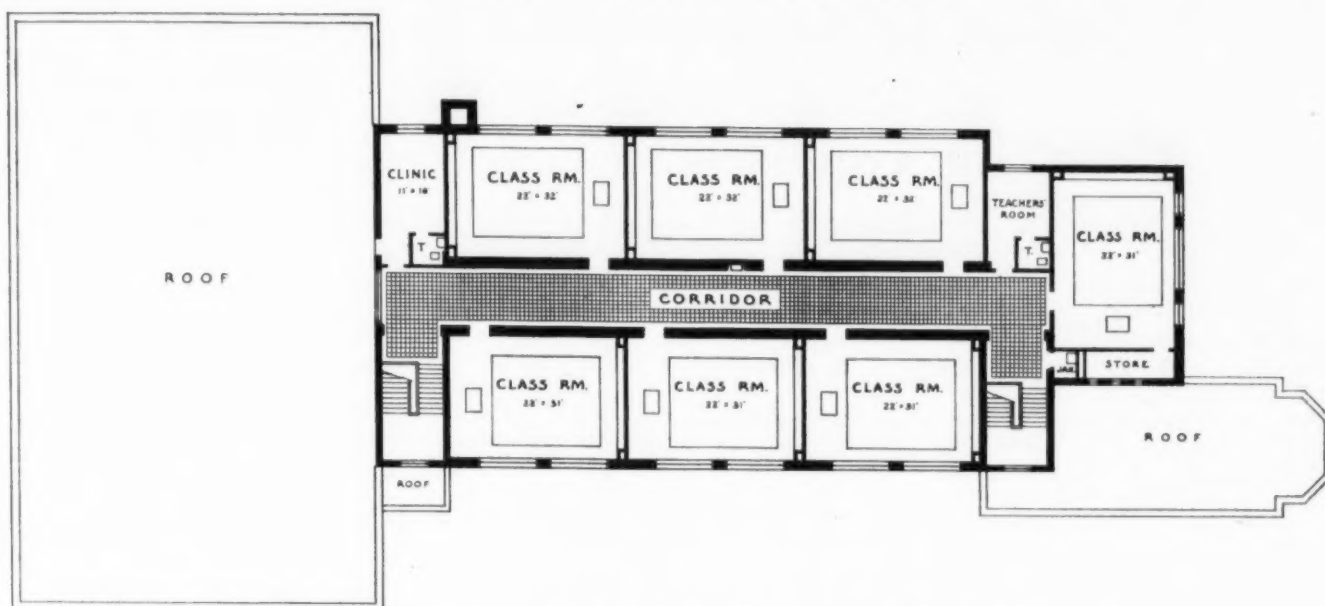
The equipment, both fixed and portable, is of types that have been tested in modern school construction of latest design. The



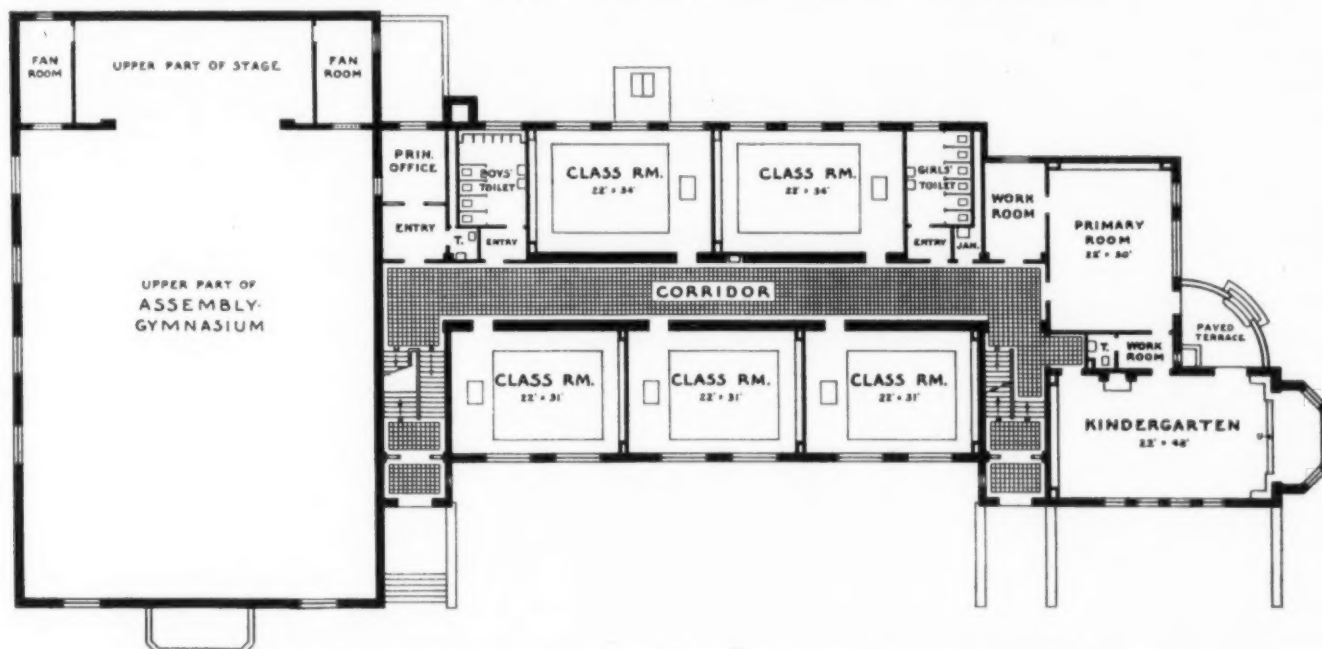
The corridors and stairways are finished in warm attractive colors.



The kindergarten is in point of coloring and finish the most attractive room in the building.



Second Floor Plan, Douglass Elementary School, Webster Groves, Missouri.



First Floor Plan, Douglass Elementary School, Webster Groves, Missouri. — Wm. B. Ittner, Inc.,  
Architects & Engineers, St. Louis, Missouri.

plumbing includes only the most sanitary fixtures and roughing-in. Flushometer valves are used throughout.

The heating system is a low pressure steam type of radiation with window ventilation and exhaust ducts operating on the principle of the exhaust system of ventilation. Air is circulated through the wardrobe lockers to keep them sanitary and dry. Unit ventilators, which pull in outside air and mix it with recirculated air, are installed in the gymnasium-auditorium and the cafeteria.

Electric wiring is set in rigid conduits and use is made of current devices approved by the National Board of Fire Underwriters.

Lighting is of the semi-indirect type with six fixtures in a classroom, each equipped with 300 watt bulbs. The lighting supplies not less than 20 foot-candles in the different rooms.

However, a large amount of natural lighting, because of large windows, greatly lowers the use of electric current for lighting purposes.

A master clock with a program device and secondary clocks are a part of the equipment.

Conduits for a public-address system are also built in.

### Other Features of the Building

The structure is fire resistive with concrete floors and stairs and a roof of poured gypsum. Steel framing is used for trusses. The exterior walls are of brick with terra cotta trim and have concrete foundations.

The design is modern in character. All classrooms and corridor walls are plastered with hardwall plaster. Ceilings have acoustical treatment. Corridors and stairways have a wainscot of ceramic tile. Auditorium-gymnasium, lockers, toilets, and cafeteria have

similar wainscots. Classrooms and corridor floors are of mastic tile, but the gymnasium floor, as previously mentioned, is maple.

### Cost of the Building

The school has a content of 670,530 cubic feet and costs \$265,106 exclusive of equipment and site. The amount per cubic foot, therefore, is 39.5 cents. Contracts with the different contractors were on a firm bid basis and while costs rose considerably during the period of construction, all work was completed in a satisfactory manner.

The building reflects sturdy construction, functional design, and artistic beauty. Flexibility for use has been anticipated in planning the structure. This will permit changes in the building in later years to provide for a changing and on-going program of education.

# School Administration in Action

## Can You Top This?

Agnes Hansen<sup>1</sup>

How well are your school board meetings attended? Is it hard to get a quorum of board members together for regular or special meetings? We have heard superintendents and secretaries say that it is almost impossible to find a time for a meeting when all board members can be present.

In Cedar Falls, Iowa, for some mysterious reason, it is the general rule rather than the exception to have perfect attendance at board meetings. We have a five-member board with personnel as follows: a housewife, a dentist, the president of a manufacturing plant, an automobile dealer, and a lumber dealer. All members of the board take a prominent part in many community activities in addition to serving on the board of education. A survey of attendance at meetings since 1939 shows the following results:

	1939	1940	1941	1942	1943	1944	1945	1946	1947
Number of meetings with perfect attendance	8	6	7	8	11	12	15	11	16
One member absent	4	5	6	4	4	2	3	7	6
Two members absent	3	4	4	1	0	2	0	0	1
Total number of meetings	15	15	17	13	15	16	18	18	23

At no meeting were there less than three members present. As is the case in most communities, board members receive no remuneration for attendance at meetings.

Following is the attendance record of the present board members in the order of their length of service:

First board member—out of 118 meetings, 11 absences

<sup>1</sup>Secretary of the Board of Education, Cedar Falls, Iowa.

Second board member—out of 102 meetings, 6 absences

Third board member—out of 102 meetings, 2 absences

Fourth board member—out of 88 meetings, 6 absences

Fifth board member—out of 72 meetings, 4 absences

A doctor served as president of the board for many years. Over a period of four years, during which time 50 meetings were held, he was present at 45 meetings. A good record, we say, for a busy wartime doctor. Almost all absences have been unavoidable, usually because of illness or absence from the city.

Regular meetings are held the second Monday of each month at 7:30 p.m. These meetings are preceded by a dinner served by students of homemaking classes as part of their class instruction. Special meetings are called as needed and, believe it or not, these are as well attended as dinner meetings.

Copies of minutes of the previous meeting and agenda with information concerning business to be transacted are mailed to each board member several days before the meeting, which gives them an opportunity to study the items of business. Thus decisions can be reached at the meetings with a minimum of time spent.

As yet we do not know of any board that has an attendance record to match this. Perhaps your board has an even better record. School board members who take pride in regular attendance at board meetings are a definite asset to the school system and to the community. Cedar Falls is proud of its record!

Word games with cards were introduced as a step toward motor control and co-ordination. A specially designed rack to hold the cards was built for the child. The twitchings and fumbings which at first seemed uncontrollable have been gradually corrected through constant practice. This accomplishment has brought the confidence so necessary to progress.

The next step was weaving! With the aid of a special needle and frame this student has learned to weave. These, and similar improvements and achievements have had most gratifying results. The child has found a place in society where she is useful to others and confident of that usefulness.

Another student, a victim of an unknown stomach ailment which prevented the consumption of solid food, had as a result, little interest in subject matter work.

Observation and suggestion has enabled the teacher to assist him to develop an interest in constructing balsam wood models and to weave and crochet. In time he has created such attractive articles that a market has been found for his work. He has been encouraged to keep his own accounts, and an interest in arithmetic quickly developed that extended to his other school subjects.

One child, a "Blue Baby," in lay terms, has had her enforced inactivity greatly enlivened by learning to compose little poems for birthdays, greeting cards, and just for fun. Her activities were further broadened when correspondence with a little French girl was instituted. Soon she was sending food packages, and now she has a friend whom she can help and with whom she has built up a personal "Good Neighbor Policy."

Today, medical science has made it possible for this child to enter school and take her proper place among her classmates. Her talent for writing poetry, discovered during her illness, stands her in good stead now that she is in normal health.

The home instruction teacher has developed a novel way of making the children and parents feel that they are definitely a part of the school system. Each month the parents, the children, and the principal attend a PTA meeting at the home of the teacher. The gathering helps to develop a better working together of all concerned. In addition, the children enjoy associating unself-consciously with other children in their group.

These are but a few of the techniques that have been found helpful in dealing with handicapped children. With proper guidance, all such children can learn their "3 R's" and adjust naturally to their proper niche and live as completely balanced, happy lives as their physical handicaps will permit.

### NEW JERSEY STARTS STUDY OF RACIAL POLICIES

The New Jersey State Department of Education has launched a state-wide investigation into the racial policies of school districts to determine to what extent Negro pupils are segregated. A questionnaire to measure segregation and to ascertain the status of Negro teachers has been sent to all county superintendents.

The survey was ordered in a resolution passed by the State Board of Education. It was given impetus by a new state constitution which in the Bill of Rights section provides that no person shall be segregated in the public schools.

## How One Visiting Teacher Meets the Needs of Handicapped Children

W. Edward Young<sup>1</sup>

In every school district there are certain children who, through no fault of their own, but as a result of physical incapacities, are forced to receive their education at home. How may their interests best be served?

The need for properly directed mental development is especially great with physically handicapped children. One home instruction teacher, under my supervision, is meeting this need through studying each individual pupil

in her care, and by using those techniques which she finds most effective.

Reading for enjoyment has proved a boon to one spastically paralyzed child who is unable to walk, and can talk very little. The step from such reading to lessons in the proper use of the vocal chords has been a relatively simple step.

The first ten minutes of each lesson have been devoted to a discussion of current events. The dual purpose of voice control and the increased familiarity of the teacher with the student's voice has been served in this way.

<sup>1</sup>Principal, Fielding and First Street Schools, South Orange and Maplewood, N. J.

# Salaries are Not the Entire Answer

Industry Points the Way to—

## Improved Working Conditions for Teachers

Kenneth A. Woolf, Ed.D.<sup>1</sup>

It was my privilege recently to visit a large modern industry. One of the members of my board of education is an employee in its personnel department. The purpose of the visit was to acquaint me with the steps being taken by modern industry to provide for the welfare of its employees. It was the feeling of our board member that school administrators have much to learn about what is taking place in other fields. I must confess that this visit proved helpful in stimulating my thinking to the point where I am convinced that something more than raising salaries must be done if competent young people are to be attracted to the teaching profession.

Let's examine what one modern progressive industry is doing for its employees. Arriving just before noon, I had an opportunity to observe, first of all, the excellent cafeteria setup where employees obtain the best of food at very reasonable prices. What interested me most of all about the 45-minute noon hour was the type of recreation the industry provides following the lunch period. We visited a large recreation area where employees could lounge in comfortable chairs, read, smoke, talk, or listen to good music. All types of books, magazines, and newspapers were available without cost. Large numbers of players surrounded by enthusiastic supporters were gathered at tables where chess, checkers, and various card games were in progress. Numerous sales tables were set up in this room where employees could purchase candy, cigarettes, Christmas cards, sporting goods, and other articles.

This large recreation room also contained a bank where employees could cash checks and arrange for loans at a reasonable rate of interest. Even a watchmaker was on hand to provide immediate service. Several smaller storerooms led from the large lounging room where workers could purchase toys and electrical appliances of all kinds at substantial discounts. It was clear that many were doing their Christmas shopping.

Adjoining the large recreation room was an auditorium with a good size stage where one could dance, listen to music, see movies, and watch specially arranged programs.

### Physical Conditions — the Best

As we sat down to lunch, I found at our table of four, three former school people, all working in the personnel department—all possessing the kind of personalities needed in our schools. Industry treats them better, so they are not interested in returning to the teaching profession unless it changes greatly.

After lunch our excursion began through the plant. The industry was experimenting

with sound control in its general offices. One half of a huge office building had been acoustically treated, and as one walked through the offices, the reduced noise was very noticeable.

We passed into another huge room where up-to-date health and hospital facilities were available to all employees. A complete health record of each worker was on file.

Watching the employees at work, one's attention was attracted to the comfortable chairs, especially designed to eliminate fatigue, and the well-lighted worktables. Fluorescent lights were in evidence everywhere.

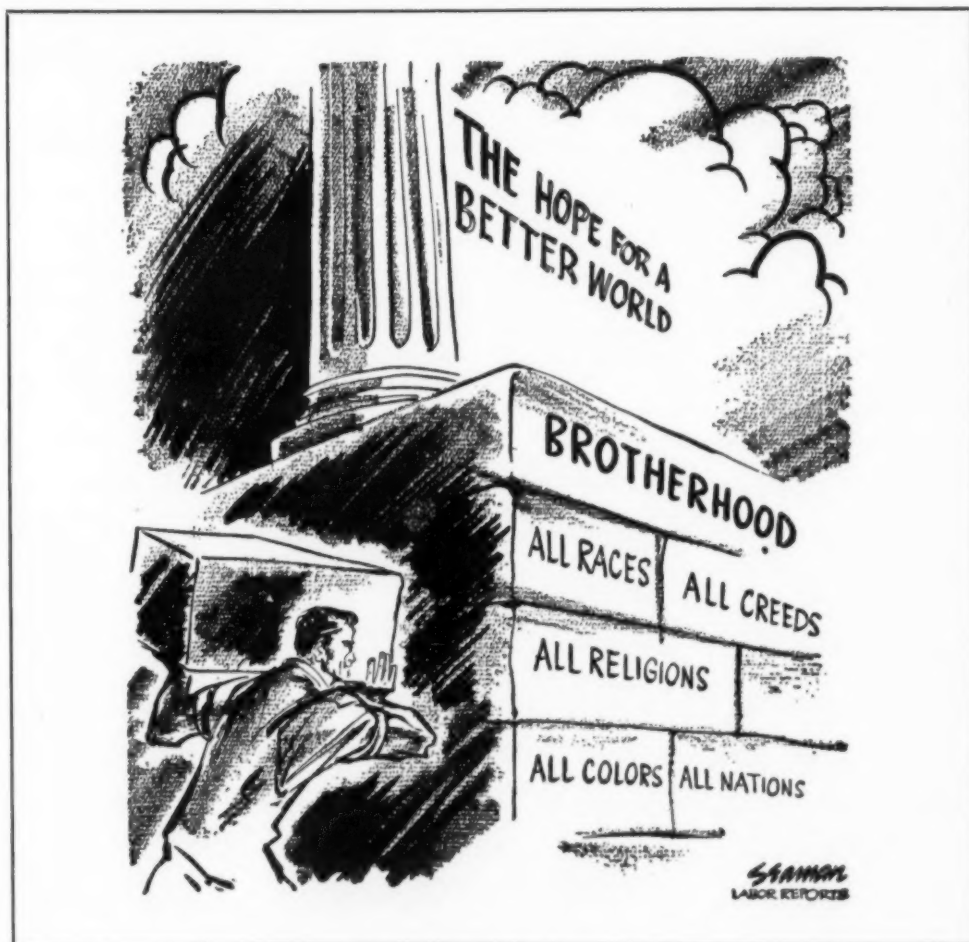
The middle of the afternoon approached and what looked like an old-fashioned school recess period took place. "What is this?" I asked. "This is our 15-minute midafternoon relaxation period," I was told. "One is also provided in the morning," I was further in-

formed. "Do you find you get better production?" I inquired. "We don't know, but we do feel this is the right way to treat people." "Well," I asked, "if these people who deal with inanimate objects need a rest, what about teachers who handle children all day?" Really, I was beginning to feel ashamed of the way teachers are treated in comparison, or should I say contrast?

What else is the company doing for its employees? A careful analysis is made of every job and each worker's qualifications are studied to meet the needs of these jobs. In some departments, intelligence tests are given and it was explained to me that the highly intelligent person is not always the best one for certain jobs. There is a place in industry for every type of mind.

Everywhere, I noticed that employees seemed happy and relaxed. Folks were gathered in groups laughing and having good times during the relaxation period, and there was an informality prevailing even during the working hours. Does this company take it for granted that folks can be naturally happy and relaxed? It does not. A staff of trained counselors is employed to keep constant vigilance throughout the plant for signs of strain, fatigue, and maladjustment. These counselors work with employees on a confi-

(Concluded on page 84)



EDUCATION MUST HELP TOO!

<sup>1</sup>Supervising Principal, Mountain View, N. J.

# A New Application of Films

## A Convocation Film Program That Works

W. C. Meierhenry, Ph.D.<sup>1</sup> and Irene Sigler<sup>2</sup>

The use of motion pictures as an aid to instruction is now generally accepted in the classrooms of the nation. The utilization of motion pictures for convocation or general assembly has not kept pace, however, with classroom use.

There are several reasons why films have not been generally accepted for convocation use, one of which has been the difficulty of utilization. Schools have found it difficult to bring all students together for a film program without causing the boys and girls to feel that the program is a "show." Consequently the film is viewed as entertainment rather than as an educational experience. Another difficulty has been to find films in which the subject matter is of such a nature so as to be suitable for convocation use.

The Nebraska Program of Educational Enrichment Through the Use of Motion Pictures, an experimental program being carried on in Nebraska, included in its activities research on the value of convocation films. Certain films were carefully chosen for this purpose. These films, it was hoped, would contribute to a better understanding of international relations, music appreciation, health and safety, and air-age education. When the Wood River High School was chosen to participate in this program, it was decided by the local principal to employ utilization technique, called for interest purposes a Dr. I.Q. contest. The success of this technique suggests its use by other schools which have comparatively small enrollments at the secondary level.

The Dr. I.Q. Program provides for each stu-

dent in high school to actually participate in the program at least once during the school year. As the student participates, he is asked questions concerning a specific film by another student who is the Dr. I.Q. Competition is by classes which introduces the element of rivalry and adds to the interest. All the students follow closely the questioning of Dr. I.Q. The answers given by the participants are greeted usually by cheers from classmates when correct and by sighs when incorrect.

In setting up a program of this kind one needs to determine first of all the exact or approximate number of convocation films to be used during the year. This is necessary in order to fix the number of students who will be assigned from each class as participants for the study of a particular film. If there are 120 students in the school, for example, and 10 convocation films are scheduled for the year, 12 students may take part each time. In a four-year high school, one would divide the 12 students by 4 (the number of classes) which would give 3 student participants from each class for each film showing.

A Dr. I.Q. is then assigned to each film. Upon arrival of the film, it is the duty of Dr. I.Q. and the faculty sponsor to preview it, study it, and make out the questions which will be used in the interrogation of the class representatives before the student body. Immediately after the film is shown to all the students, Dr. I.Q. and the class representatives selected for the film go to the front of the room. Questions are rotated from class to class, and Dr. I.Q. makes corrections or gives the proper responses when the student fails. He also frequently awards part scores when the student answers the question part right and part wrong.

Using the example given above of three students from each class, Dr. I.Q. would ask one question of each class representative. If only one person of the three persons from a class answered his question correctly, 33 1/3 per cent value would be given to the class, while all questions correctly answered would result in perfect score of 100 per cent. The chart, which is shown on this page, gives only total scores for each class, and not individual scores. On this chart, for example, the seniors answered all questions correctly on the *Nations' Capital and China* while the freshmen answered one half of their questions correctly on *Palestine and Nations' Capital*. The individual scores are kept by a secretary who transfers them to this graph which is then placed in a conspicuous place in the high school assembly room.

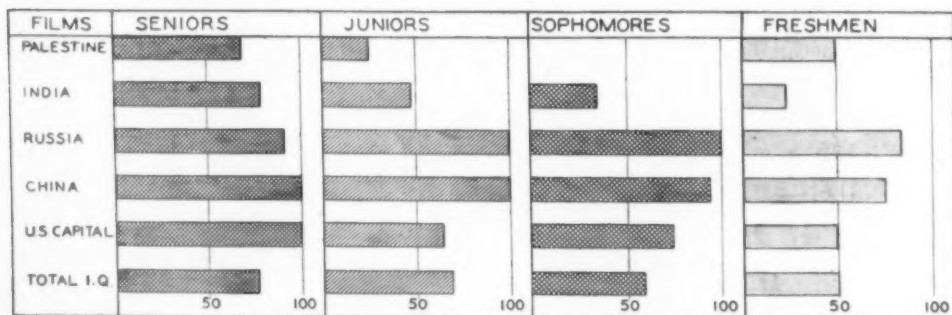
The interest developed among the classes and the individual students was much greater than that ordinarily experienced where all the students were called together with the announcement that "Today you will also see a film which we know you will enjoy and find helpful." Furthermore, the questions which Dr. I.Q. asks are based on the main points of the film with which the students are to be familiar if the objectives of the film are to be realized. In this manner the main points of the film are reviewed for all the students in a setting that is conducive to retaining the information presented. Try it and see how it works in your school!

### TO STUDY OWN STANDARDS

The National Council on Schoolhouse Construction is planning an early study of its "Guide for Planning School Plants," adopted in 1946, in order to bring into the document the experience of the past two years and to iron out the minor discrepancies and omissions. The Council's Committee on Standards is headed by Dr. Ray L. Hamon, of the U. S. Office of Education and includes Charles Bursch, California; Don Essex, New York; W. F. Clapp, Michigan; N. E. Viles, Washington, D. C. Members of the Council have been asked to volunteer their services in the revision of divisions of school plan planning of special interest to themselves. A new chapter of the Guide, to be prepared by Dr. Bursch, will be devoted to the planning of junior colleges.

### WISCONSIN CONFERENCE ON SCHOOL ORGANIZATION

Under the guidance of the Department of Education of the University of Wisconsin, members of the newly created county school committees of Wisconsin held a conference, on January 29 and 30, to discuss the possibilities and the complications of a complete reorganization of the school districts of the state. The committees, organized under a law passed during the last seven minutes of the 1947 legislative session, have authority to order any consolidation or other reorganization of school districts within their county limits. The conference was addressed by Dean John Guy Fowlkes and Prof. Russell T. Gregg of the University, by Dr. Shirley Cooper, Washington, D. C., Prof. Julian E. Butterworth, Cornell University, and Dr. Frank S. Chase, Chicago, Ill. Much time was spent in informal discussion of problems presented by county board members.



The Instructional Values of Films used in the Wood River Plan are reflected in the test scores.

# Modernization of School Buildings in Keokuk, Iowa *John W. Conrad*<sup>1</sup>

It is common knowledge that improper lighting and dull walls contribute to the inefficiency of employees at work. Particularly is this true in the school classroom where the teacher and the pupils are the workers.

With this thought in mind, the board of directors of the Independent School District of Keokuk, Iowa, authorized its Buildings and Grounds Committee to make a study of one of the six elementary schools, the Garfield School, and to make recommendations for improvements during the summer of 1947.

The Garfield School was erected in 1914. The building includes a high basement in which are located one classroom, the gymnasium and auditorium, and the kitchen; the two upper floors have four classrooms each, offices, etc. The building contains 16,443 square feet of floor area, 59,635 feet of wall area, 2742 square feet of glass area, and 220,866 cubic feet of content. The glass exposure is principally on the north and south sides of the building.

In order to establish our understanding of existing light intensity and the distribution of light provided by the artificial illumination a Weston foot-candle meter was used. The readings obtained were 5 foot-candles under the lights and 2 to 3 foot-candles in the other areas.

## The Program of Improvement

Careful consideration was given to all items of improvement, resulting in unanimous agreement by the committee members that the project should be complete in all essential details. Therefore, the recommendations were as follows:

a) Remove all seating equipment of the old standard type which was quite dark. Install new movable type equipment in light natural finish.

<sup>1</sup>Superintendent of Buildings and Grounds, Independent School District, Keokuk, Iowa.

b) Apply acoustical material to the ceilings in all classrooms and halls.

c) Install indirect lighting fixtures in all classrooms and offices, and direct lighting in the halls and closets.

d) Redecorate all classrooms, halls, closets, offices, etc., and the main entrance, using flat finish inside paint in colors of high-reflective coefficient.

The recommendations were concurred in by the members of the board of school directors and instructions were issued for writing the specifications and asking for bids on each item of the project.

## Modernizing the Lighting

Originally, each classroom had been equipped with wire size sufficient for two 200-watt fixtures. Each classroom thus had a maximum of 400-watt lamps.

A lighting engineer was called in to study the lighting and to make recommendations for improvement. The engineer's proposals included eight 500-watt indirect fixtures to be installed in each classroom, two in each office, the nurse's room, the small library room, and the teachers' room. Two direct fixtures, equipped with a 200-watt bulb each, were to be installed in each hall and entrance. Two iron fixtures with one 15-watt bulb each were to be placed outside the entrances, one on each side of the doors.

In order to afford proper service for the increased electric demand, a new overhead service was brought to the building, approximately 40 feet above the ground. The conductors were installed in 2½-inch conduit, anchored to the main building at a point 10 feet from the ground where it entered the building and into a main switch. The main switch feeds three switches through which the service is distributed to circuit breaker panels located on each floor, thereby making each floor an independent part of the service.

## Acoustics of Classrooms Corrected

Acoustical treatment has been in use for some years in several Keokuk school buildings, and the value of this material has been definitely established. The necessity of treating the ceilings of the Garfield School was not debated.

## The Painting of the Rooms

Each teacher was permitted to select the color she desired for the room in which she taught. The base colors submitted for selection were light rose, blue, gray, and green in different hues and flat finish.

The painting of all the woodwork was considered. However, the final conclusion was to omit the woodwork as it had not been stained and was rather light. The kindergarten room was excepted in this decision.

The color of paint selected for the classrooms was applied to all walls except the outer wall where the windows are located. The ceilings, except where the acoustical material was installed, were painted off-white, dropped 30 inches on the end and inside walls. On the window wall, the off-white was carried down to a line with the bottom of the windows, and the room color was applied below this line to the mopboard. The colors used in the classrooms were used also in the adjoining closets and cloakrooms. The wall colors were permitted to extend down to the mopboard which in each case was painted a tan color.

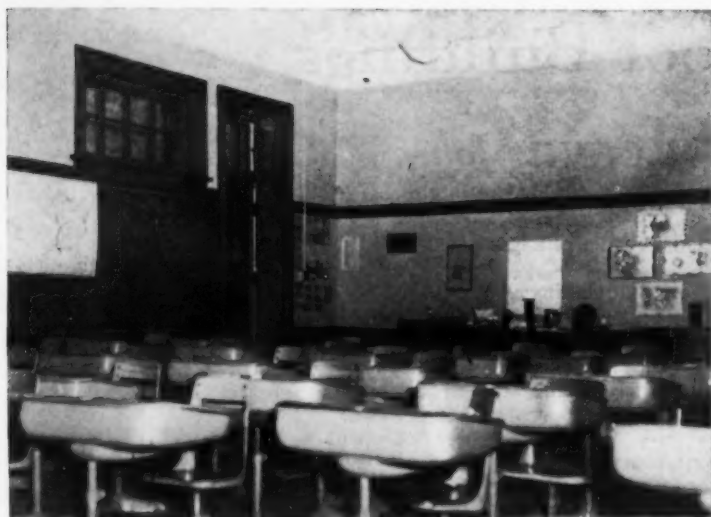
White paint was used on the ceilings of the halls where acoustical material did not meet the side walls. The side walls were similarly painted to a line approximately 48 inches above the floor. From this line to the mopboard, a light gray semigloss paint was used, and a darker gray was applied to the mopboard. All metal stair railings were painted light gray.



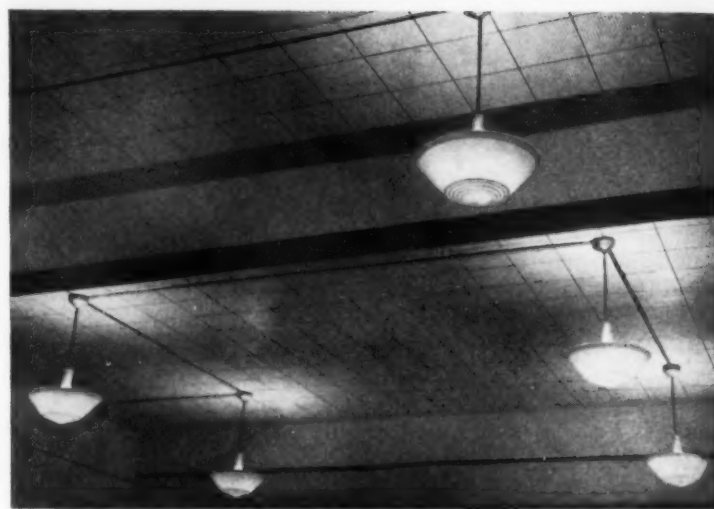
The Garfield School modernized by improving the light and ventilation.



The kindergarten was entirely refinished in light colors.



Even light finish furniture was installed.



The white painted ceilings reflect more than 32 f.c. of light.

The side and end walls of the kindergarten room were redecorated in light gray. White was applied to the ceiling areas not covered by acoustical material, and the same color was used on the window wall to a line along the bottom of the window. All wood trim was painted ivory. Although the light intensity was not increased by the added decoration, the appearance was greatly improved. The wood-work too was far more attractive than the trim in the other classrooms where the original light stain of the natural wood had been retained. The kindergarten approaches in appearance a well-decorated and lighted residential living room.

After the decoration had been completed and the new lighting fixtures installed, light readings were taken on the desk tops. In order to eliminate shadows and prevent the possibility of errors in the readings, each station reading was checked by at least two or three trials and the meter was checked for zero after each reading. The results of these readings are as follows:

Directly under the light fixture, average 31.63 f.c., minimum 27; maximum 40.

Between the light fixtures, average 31 f.c., minimum 25, maximum 40.

In the center of the classroom, average 35.85 f.c., minimum 32, maximum 44.

The over-all average is 32.82 f.c. for the indirect lighting fixtures in all rooms, and for the classrooms only, 34.47 f.c.

A very simple improvement was made in the ventilating system. A filter was provided through which air passes before entering the heating coils and distribution fan. From a viewpoint of health, this arrangement reduces the dust and will assist in keeping the building clean, thereby increasing the length of time between redecoration projects.

#### The Results Achieved

From the foregoing description of the Garfield School decorating project, it may be noted that a number of purposes were achieved. (a) The building as a whole was improved in lighting and cleanliness by the use of a painting scheme. (b) The amount and quality of the lighting was raised by using paints of high-reflective colors, all without avoidable glare and with a minimum of differences in the reflection ratios. (c) The light fixtures were so placed that all pupil stations

enjoy improved equalization of light intensities. (d) The wiring was arranged for a minimum interruption of service in case of an overload or a short circuit. (e) The acoustics in the classrooms and corridors has been bettered by the ceiling sound-absorbing panels. (f) Modern seating has been provided to improve the comfort and posture of the children and to add to the flexibility of classroom arrangement. We feel that the building is more cheerful and livable, and that the morale and pride of children and teachers have been increased.

#### The High School Redecorated

In the Keokuk Senior High School, the auditorium and all classrooms, except a few rooms which had been repainted two years ago, were decorated, following the scheme developed for the Garfield School. Acoustical materials were applied to the ceiling of the auditorium with very satisfactory results. Completed redecoration, acoustical treatment, and a new lighting system are included in the schedule of improvements for this building.

After the completion of these projects, the buildings were opened to the public. An announcement in the local press created wide interest to the extent that a large number of citizens visited the buildings from seven until ten o'clock one evening. The favorable comment regarding the finished projects prompts further procedure along similar lines in the remaining buildings.

#### THE FLYING CLASSROOM STUDY OF BUSINESS AND INDUSTRY

A week-long "flying classroom" study of business and industry by 200 school administrators from all sections of the country was held in February under the joint auspices of the Michigan State College and Air Age Education Research of New York.

The first national event of its kind, the tour was a direct outgrowth of two "flying classroom" trips conducted in the summers of 1946 and 1947 for Michigan educators. As in those earlier trips, the purpose of the February study was to help "bridge the gap between business, industry, and education," in the words of Carl M. Horn, Michigan State College professor who developed the "flying classroom" idea and who acted as coordinator of the new field study.

The tour which started from Chicago, Feb-

ruary 15, ended at Atlantic City, N. J., the next week end in time for the annual convention of the American Association of School Administrators.

#### BOSTON TO SELECT A SUPERINTENDENT

Supt. John L. Gould, of Boston, Mass., will retire in August, 1948, following his seventieth birthday. Under its rules, the Boston school committee will be required at its April meeting to select a new superintendent of schools. In this connection, President Joseph C. White of the committee has made the following statement:

"The day when we shall be called upon to appoint a successor to Superintendent Gould is not far in the future. . . . It is important that we, upon whom the responsibility will fall, for filling this important vacancy proceed with co-operation, determination, and sincerity of purpose. As a committee with executive powers, we must be interested solely in selecting . . . a man who after scrupulous, unbiased investigation has proved to the satisfaction of every member . . . that he is the candidate who will contribute the most to the Boston school system by virtue of his administrative experience, personal integrity, and recognized intellectual ability. In our search for the best man qualified, we must be sagacious and remain adamant on the principle that our selection will be predicated solely on merit.

"I want to constantly urge and impress upon this administrative body the importance of proceeding upon this selection in an open and co-operative manner. We must encourage the proposal of worthy candidates, welcome constructive suggestions from reliable, responsible sources, examine records presented and recommendations astutely, and work toward one ultimate purpose—that of supplying the city of Boston with the very best man available to function as the chief steward of the future education of the children of Boston.

"We must work objectively! We must work intelligently! And, of the utmost importance, we must work openly in the pursuit of this ideal. We must allow no personal prejudice or partiality to deter us from our obligation as public servants, or cast the slightest shadow of criticism on our motives or conduct. This is one time when our duty is clear. We must remove any suspicion of secret collaboration by presenting and discussing the various candidates and their qualifications overtly and without reservations. Let there be no secret conclaves, no previous commitments, no sacrificing of the ideal for the expedient. Let us win and hold the confidence of the people who placed us here by proving to them our ability and our desire to safeguard, to protect, and to promote the welfare and the educational standard of the Boston schools.

"As I see it, there is a corollary to this method of selection. The man who recognizes that he has been chosen solely on his competence, by a board that has displayed not only complete impartiality, but also a keen discernment of his ability, a sound appreciation of the qualities he possesses, both academic and administrative, and a confidence in his complete integrity, will feel not only justly proud to be chosen, but deeply sensible of the type of service that this school board will not only expect, but will demand of him as his tenure of office exists. . . .

"I further suggest that we as a body, a full board, interview as a body every applicant, accept his records as submitted, and review them in meeting before this committee."

# School Board Members Discuss Their Duties at a P.T.A. Meeting *Frank K. Mosher<sup>1</sup>*

Many citizens do not understand the functions of a board of education in a local school situation. In order to answer some of the questions concerning the duties and powers of school trustees the board of education of the Marion Central Rural School in Marion, N. Y., presented a panel discussion on the subject at the October, 1947, meeting of the local Parent-Teacher Association.

This discussion resulted from an invitation to the board to participate in one of the regular monthly P.T.A. meetings. The Parent Teacher Association had selected as the theme for its 1947-48 program "Laying Firm Foundations." The first meeting of the school year, which was held in September, was entitled "Foundations Through Friendships" and was presented by members of the school faculty. Following the October meeting, which was "Functions of the Board of Education," the November meeting topic was "Foundations Through Guidance." Other topics planned during this year include, "Appreciation of the Arts," "Importance of Fathers," and "Youth Organizations."

The invitation to the board of education to participate was extended through its president. At the September meeting of the board the invitation was accepted and several general types of programs discussed. At the October meeting, which was held three weeks prior to the P.T.A. gathering it was decided to present a panel discussion of certain aspects of board duties which it was felt would be of general interest and value.

The president of the board of education and the principal of the school met and arranged a detailed outline of the discussion. The following outline was mailed to board members a week prior to the meeting.

## P.T.A. Meeting — October 29, 1947

Topic — Know Your School — The Board of Education

Theme — Building Firm Foundations

### I. THE ADMINISTRATIVE ORGANIZATION OF THE SCHOOL

a) Show chart explaining relationship of Board of Education to administrative setup

### II. THE ORGANIZATION OF THE BOARD OF EDUCATION

- How are board members elected and by whom?
- Number of members on the Board
- Term of office
- Compensation
- Composition of board — how it represents the whole district, geographically and otherwise
- Meetings — time, place, and frequency

### III. THE BOARD OF EDUCATION AND FINANCIAL SUPPORT OF THE SCHOOL

a) The School Tax

- How is tax list made up?
- Who supplies the assessment roll?
- How is tax rate determined? (Copies of property valuation sheets to be passed out)
- How are taxes collected?

### b) State Aid

- Resume on the working of state aid. (Pass out copies of work sheet)

### c) Borrowed Funds

- Authority of board to borrow
- Occasions for borrowing
- Sources of borrowed funds

### IV. WHAT DOES THE BOARD OF EDUCATION DO AT A REGULAR MEETING?

a) Typical agenda of regular meeting — copies of agenda to be handed out and followed through as it is reviewed briefly to show extent and variety of problems facing board

b) Emphasis on the board as a policy-making body and its responsibility for maintaining the curriculum and operation of the school on a firm foundation

### V. BUILDING PROGRAM

- Original plan for enlargement
- Part of program completed
- Portion of program incomplete because of war
- Projected plans with necessary revisions

### VI. OPEN FORUM

The panel was in charge of the president of the board who was introduced by the program chairman of the evening. Members of the board and the principal sat around a table just as at a regular board meeting and discussed informally the topics as they were presented by the board president.

On a blackboard in back of the table was an outline of the administrative organization of the local school. The president explained this briefly in his introductory remarks.

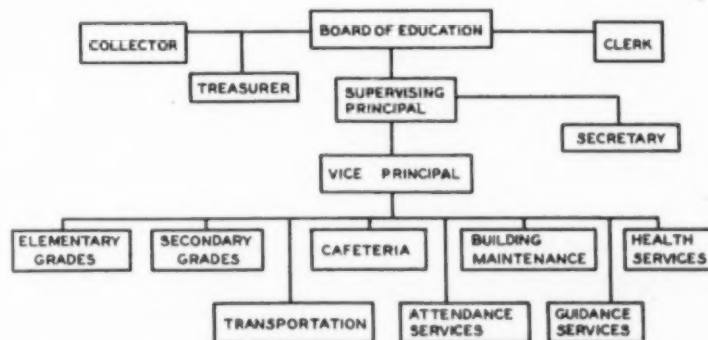
## Administrative Organization of Marion Central Rural School

Under Topic III, "The Board of Education and Financial Support of the School," pertinent material which had been compiled for the use of the board at previous regular meetings was duplicated and copies were given out as they were discussed.

## MARION CENTRAL RURAL SCHOOL — MARION, NEW YORK 1947-1948 Budget

Receipts	Estimated	Actual
	1947-48	1946-47
State aid .....	\$ 97,550.00	\$ 89,575.09
(Based upon the various formulas for the apportionment of state moneys to Central Rural Schools)		
Real property tax .....	40,000.00	29,462.38
Bus notes .....	12,866.00	
(To pay for two thirds of the cost of 3 new buses)		
Other sources .....	2,970.00	3,385.58
Balance on hand .....	11,592.19	15,173.58
Total receipts .....	\$164,978.19	\$137,596.63

Expenditures		
General control .....	\$ 2,000.00	\$ 1,686.00
(School meeting notices, clerks and treasurer's salary, auditors fees, tax roll, attendance, supervisors salaries, other expenses of board of education)		
Instructional service .....	86,250.00	71,229.94
(Salaries of principal, supervisors, teachers, and secretary; textbooks, supplies, and other expenses of instruction)		
Maintenance of plant .....	5,500.00	4,630.88
(Upkeep of grounds, repair of buildings, repair and replacement of heating, lighting and plumbing equipment, apparatus, furniture and other equipment)		
Operation of plant .....	12,578.00	10,552.64
(Wages of janitors, fuel, water, light and power, supplies used by janitors and services other than personal)		
Auxiliary agencies .....	5,250.00	5,479.14
(Library salaries and expenses, health service salaries and expenses, recreation)		
Transportation .....	12,200.00	11,419.80
(Salaries of drivers, gasoline and oil, tires and chains, repairs and upkeep, parts and materials, storage — payments for new buses are made under capital outlay and insurance under fixed charges)		
Fixed charges .....	8,400.00	6,604.16



Organization of the Marion Central School Administration.

<sup>1</sup>Supervising Principal, Marion Central Rural School, Marion, N. Y.

(Pensions, rent and insurance)		
Debt service	6,312.50	6,037.50
(Redemption of bonds and payment of interest on bonds and loans)		
Capital outlay	20,850.00	8,363.48
(Alterations of building and equipment, new equipment, furniture, apparatus, new library books, and payment of buses)		
Total expenditures	\$159,340.50	\$126,004.44
Balance	5,637.69	11,592.19
Total payments and balance	\$164,978.19	\$137,596.63

## TAX RATE COMPUTATIONS AND COMPARISONS

Items	1946-47	1947-48	Increase
Valuations			
Marion No. 1	\$1,955,125	\$2,008,752	\$53,627
Added since 1932	573,598	583,808	10,210
Total	\$2,528,723	\$2,592,560	\$63,837

Rates			
Marion No. 1	\$12.40	\$16.08	\$3.68
Added since 1932	9.07	13.19	4.12

Computations			
Tax levy	\$40,000.00		
Bonds and Interest	\$4,500.00		
1,312.50	5,812.50	To be raised by	
	\$34,187.50	Marion No. 1 only	
		To be raised by	
		entire district	

To be raised by entire district  
\$34,187.50 divided by \$2,592,560 equals \$13.186 per M.

To be raised by Marion No. 1 only  
\$ 5,812.50 divided by \$2,008,752 equals 2.893 per M.

Total		\$16.079	
Rates proposed			
Marion No. 1		\$16.08 per M.	
Added since 1932		13.19 per M.	

Computation check			
Marion No. 1			
2008752 at \$16.08 equals		\$32,300.73	
Added since 1932			
583808 at \$13.19 equals		7,700.43	

Total		\$40,001.16	
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MARION DISTRICT NO. 1  
PROPERTY VALUATION COMPARISONS  
OCTOBER, 1947

By District	Valuation	Tax levy	Rate
Original districts	\$2,003,752	\$32,260.40	\$16.10
Added since 1932	584,577	7,716.40	13.20
Total	\$2,588,329	\$39,976.80	
By Townships			
Marion	\$2,061,907	\$32,430.18	83
Palmyra	192,358	3,096.96	92
Arcadia	144,432	1,906.50	82
Sodus	106,631	1,447.55	74
Williamson	40,332	532.38	75
Walworth	29,016	383.01	93
Ontario	13,653	180.22	83
Total	\$2,588,329	\$39,976.80	\$3,114,969

By Types of Property	Valuation	Per cent of comparison	1946	Increase
Farm	\$1,597,940	61.7	\$1,581,840	\$16,100
Commercial and industrial	504,289	19.5	482,433	21,856
Residential	486,100	18.8	464,450	21,650
Total	\$2,588,329		\$2,528,723	\$59,606

By Owners over \$24,000	Valuation	Comparison 1946	Increase	Am't of Tax
W. M. Storage	\$ 140,600	\$140,600		\$2,264
Rochester Gas & Electric	75,758	62,621	\$13,137	1,178
New York Telephone	51,163	49,989	1,174	758
Wayne County Produce Co.	32,000	32,000		515
Comstock Canning	30,100	30,100		485
Penn. RR.	27,971	23,354	4,617	450
Marion Canning Co.	24,900	24,900		401
Total	\$ 382,492	\$363,564	\$18,928	\$6,078

## STATE AID COMPUTATION

Teacher units		
Elementary (1-6)		(7-8)
A D A ÷ 27		A D A ÷ 27
302 ÷ 27 = 11 5/27		89 ÷ 27 = 3 8/27
Academic (9-12)		
A D A ÷ 22		
(114)		
(allow 3 for 1st 35)		
79 ÷ 22 = 6 13/22		

Amount of .6 mills on true value

\$3,055,167 × .0006 = \$ 1,833.10

Amount of 5 mill tax on true value

\$3,055,167 × .005 = \$15,275.84

Equalization quota		
K units	45/54 × \$1,500	= \$ 1,250
El units	14 13/27 × 1,500	= 21,722
Acad units	6 13/22 × 1,900	= 12,523

Minus .6 mills		\$35,495
		1,833

Other quotas prior to centralization		\$33,662
		31,660

Other state aid		\$65,322
Transportation quota		\$ 7,500
Building quota		
Nonresident tuition		3,000

5 mill tax on true value		\$10,500
		15,276

Check		\$25,776
Total expenses		\$135,800
Deduct other S. A. plus 5 mill		25,776

Equalization quota		\$110,024
Other state aid		\$ 65,322
		10,500

Special state aid		\$ 75,822
Emergency teacher aid		\$ 11,000
		9,000

Total state aid		\$ 95,822
Expenses minus		\$136,500
Transportation from nonresidents		700

The following, which is an exact copy of the agenda for the October meeting of the board, was distributed to those present and discussed briefly.

MARION BOARD OF EDUCATION  
Monthly Meeting Agenda

Monday — October 13, 1947 7:30 p.m.

## Time Reports

1. Minutes
2. Financial reports
3. Bill list
4. Other reports

## Old Business

1. Handling of cafeteria funds
2. Bus loan
3. Plans for October PTA meeting
4. No gas pumps available
5. Other business

## New Business

1. Administrative organization review
2. Analysis of duties and responsibilities of all personnel
3. New high school diploma
4. Garage roof repair
5. Need for early ordering of 1948-49 transportation equipment
6. Other

This agenda, together with a copy of the minutes of the last meeting and a list of the bills to be presented for payment, is mailed to each member of the board five days prior to the date of the meeting.

The president also mentioned the monthly objectives as established annually by the board. These objectives serve as a guide for the review of the school program and policies.

## DEFINITE BOARD OBJECTIVES 1947-1948

## July

1. Annual reports and evaluation of year's program
2. Reorganization and planning for next year
3. School district officer requirements

## August

1. Duties of board of education and of individual trustees
2. Transportation needs, setting up routes
3. In-service training plans for personnel

## September

1. School pupils and attendance enrollment and census reports
2. Assessments and collection of taxes. Set up rates

## October

1. Administrative organization review
2. Analysis of duties and responsibilities of all personnel

## November

1. School building — review, law and policies, determine needs

## December

1. Tax receipts and valuation analysis
2. Tenure regulations. Review law and policies

## January

1. Salary schedule review — all personnel

## February

1. Faculty appointments

## March

1. Civil service rules and regulations
2. Other personnel appointments

## April

1. Building inspection. Plan summer maintenance
2. School curriculums and program evaluation

## May

1. Preliminary budget
2. State aid. Review the law

## June

1. Annual district meeting plans. Review the law.
2. Calendar for next year — evaluation and review of extracurricular policies

Throughout the entire discussion period the audience was urged to, and did, ask questions about the topics as they were presented. In the open forum at the end of the discussion the problem of responsibility for highway safety was brought up. This provided an opportunity to clarify the relationship between the town board and the school board and to show the need for co-operative action in meeting mutual problems.

In the social hour which followed the panel discussion it was evident from the comments as well as from direct statements made to the participants, that those present had a better understanding of the scope of the duties and responsibilities of the board of education.

To evaluate objectively the effectiveness of this type of public relations program is difficult. Perhaps its effectiveness might be measured by the increased attendance at the annual meeting of the voters of the school district and the support given to the board when necessary building projects are proposed. The Marion board of education is, however, convinced that this meeting provided an opportunity to present to interested parents and teachers information with which all patrons of the school should be familiar.

# San Diego Schools Achieve Equipment Goal

Robert H. Burgert<sup>1</sup>

Four years ago the San Diego city schools inaugurated a program of planned audio-visual equipment purchases. The purpose of the program was to make this type of instruction available to all of the 52,000 students from kindergarten through junior college levels.

Careful study by the district led to the following conclusions:

1. Good audio-visual utilization will be achieved only when equipment is available in adequate amounts.
2. Decentralization of equipment is essential to best usage.
3. A program of automatic and continuous servicing of equipment is essential if ideal audio-visual conditions are to exist, and
4. An individualized training program in operation with simple maintenance of equipment for all school employees should be offered.

The first major phase of this schedule now has been completed.

Before 1944 only three sound projectors were available through the Visual Instruction Center, and five of the junior and senior high schools owned machines which had been purchased from student body funds, or given to the schools by such organizations as the Parent-Teacher Association.

Today the city's 51 elementary and 15 secondary schools all are equipped with sound projectors. Prior to 1943 every school was supplied with a 16mm. silent projector, but with the great majority of better educational films being released in sound, the need for assignment of a combination sound and silent projector to every school became evident. During the war years it was extremely difficult to obtain delivery of all the equipment the department needed, and therefore each year saw only one third of the schools receiving new machines. During this time seven machines were trucked regularly in and out of the department as needs arose in the schools which had no projectors.

Perhaps few projectors received harder and more continuous service than did these seven Victors. They stood the test well, due to their sturdy construction, plus regular and careful inspection and maintenance by the school district's electric shop technicians. Every projector in the district receives a complete checkup and overhaul by this department from two to four times a year depending upon the size of the school. This department is available always to make emergency repairs and replacements, and spare machines supplied by the Visual Center are substituted for any machine called out of its regular assignment for inspection or overhaul.

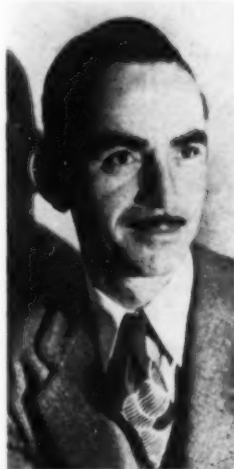
During the past three years special Saturday morning training classes have been held for regular and new members of the custodial staff. These men are taught the best ways of setting up equipment, and are given the instruction and materials needed to make emergency repairs to belts, to replace burned



Mrs. Elizabeth Boegeman, Film Distribution Secretary, explaining to Russell E. Warren, Social Studies Instructor at San Diego High School, how to use film catalog.

out projection and exciter tubes, and make other nontechnical adjustments. They have the responsibility for the regular and systematic oiling of projectors, and for housing such equipment as long as it is permanently assigned to a given school.

The training of teachers is without question the most important phase of getting an effective audio-visual program under way. No teacher will reap the full measure of the value of a film until she is as sure of her ability to operate the projector as she is confident of her skill with an electric egg beater or vacuum cleaner. Instruction in machine operation has many phases and techniques. Whenever possible a demonstration of new materials or techniques is given at a school with the suggestion that those who have not learned to operate the machine arrange for a group lesson. When three or more teachers make this request a department employee goes to the school and meets the teachers individually, or as a group, before school, during a free period, at lunch hour, or after school closes.



Robert H. Burgert  
Director of Instructional  
Aids for San Diego City  
Schools.

Frequently the teacher is relieved of a teaching period by the principal so that she may meet with the group. Teachers learn not only by doing but also by watching others' mistakes. In this way it becomes fun and has some of the better motivating factors that arise from competition. When only one or two teachers need training an appointment is made for a convenient lesson at the Center. As soon as the teacher has had her instruction and has been issued a license the department sees to it that one or more good films are sent to her immediately so that she can put into practice with her class what she has learned. She is given no chance to forget!

Putting a sound projector and a portable screen in every school building answered many needs at first, but the practice seemed to create almost as many more. Demand for films jumped tremendously and necessitated doubling the annual expenditure for films. Booking and scheduling became more complex and required improvements in cataloging and clerical systems. Motion picture films showed the possibility of slide and 35mm. film strips, and although every school previously had been furnished with a lantern slide projector, it became obvious that a combination 2 by 2 and film strip projector would also be basic equipment for every school. A similar situation developed in the field of record and transcription players.

With the beginning of the 1947-48 school year it is encouraging to look at our objectives and our achievements.

## Basic Equipment Objectives

1. A sound-silent motion picture projector in

(Concluded on page 70)

<sup>1</sup>Director of Instructional Aids, San Diego, Calif., City Schools.

## *The American* **School Board Journal**

A Monthly Periodical of School Administration

Edited by

Wm. Geo. Bruce and Wm. C. Bruce

### **ECONOMIC ASPECTS OF SCHOOL COST INCREASES**

SCHOOL board members who are appalled at the rising cost of education are inclined to overlook the fact that they are actually spending little more money in terms of the buying power of the dollar than they did in 1939 when the present inflationary situation first showed itself in the cost of living. Unquestionably, the school boards in the local areas and the legislatures in the states did significant jobs in 1946 and 1947 in providing additional funds for raising teachers' salaries and for meeting other current expenses of the schools. And they are continuing their fine work in the fact that the local school boards especially are working forward to maintain the new levels of expenditures.

Lest the boards overestimate their achievements it is worth taking a look at the present situation from the economist's point of view. A summary of two tables recently released by the state of Connecticut will serve the purpose of proving that the progress made is modest indeed and that more must be done in liberalizing expenditures if there are not to be actual losses. In 1940-41, Connecticut spent for current school expenses \$28,730,000 or \$107.77 per pupil. In 1946-47, these expenditures rose to \$40,293,000 or \$163.58 per pupil. In dollars-and-cents total, this increase was 51.8 per cent. During the same period, the BLS Consumers' Price Index, which in 1940-41 was 100.2, as based on the 1937 dollar, rose to 145.9 for the school year 1946-47. Thus in terms of actual buying power the current expense of \$107.55 in 1940-41 rose to \$112.12 in 1946-47. This was a true increase of only 4.2 per cent. Connecticut's splendid effort is in this perspective in danger of suffering an actual reduction in the salaries of teachers, etc., if the radical rises in living costs which occurred since July, 1947, continue to persist or even to grow.

The N.E.A. study of the teacher's economic situation as of September, 1947, bears out the facts of the Connecticut situation. The 1947-48 minimum salary of \$2,500 prevalent in many cities, and used by the N.E.A. Research as an illustration, was worth only \$1,526 in September, 1947, as based on the 1935-39 BLS Consumers'

Index of 100. In September, 1947, a superintendent's salary of \$7,000 was worth only \$4,274 in prewar value; a principal's salary of \$5,000 was only \$3,050; and a rural teacher's \$2,000 bought only \$1,221 worth. The salaries of school personnel is by no means excessive; they have not grown in proportion to wages in other economic groups, or to the incomes of the professions.

The financial problems of school boards are more pressing in 1948 than they have been since the depression. Too many boards, it is to be feared, have not considered the early necessity of plant expansion and replacement the very neglect of which will necessitate heavy outlays. Adequate tax income deserves to be put in the forefront of all administrative planning for the school year 1948-49.

### **SCHOOL BOARD MEMBERSHIP AND SELF-INTEREST**

THE membership of the board of education, as exemplified in American communities, records in the main the names of men and women active in business and the professions. There is the merchant and manufacturer, the banker, the lawyer, the doctor and dentist. All bring to the service of their task the experience and judgment gained in their vocations and contacts in life.

Questions are sometimes raised concerning the motives which actuate a citizen to accept a board-of-education membership. It is self-interest that prompts a man to assume a public duty or is it the unselfish desire to render a service to the community, to society? The true answer unquestionably is that the average citizen aims to give the best of himself without compensation. Hence, the real question is whether in accepting public service, self-interest can really be avoided?

The banker who serves as a member of a board of education cannot refuse the patronage extended to him by members of the school staff. The merchant who is also a board member cannot refuse to sell goods to a school teacher. Neither can the lawyer on the board refuse to accept a client who happens to be attached to the school system. Likewise, the doctor or dentist cannot refuse to treat a patient who happens to be employed in the school system.

It has been said quite rightly that school board members "are not and should not be required to retire from business upon taking membership on the board." They cannot be criticized "for carrying on their legitimate business or profession, even if teachers should voluntarily become customers, or seek to avail themselves of their

professional services, the same as any other members of the community."

The board member who is in business has a responsibility to himself and to the schools to do nothing which can in any manner be interpreted as a special solicitation of patronage on the part of school employees. If he does anything which can be interpreted as pressure or favoritism or which may result at long length in intimidation, he deserves not only to be criticized — he should be exposed and compelled to resign.

In this aspect of his public service, the board member cannot altogether escape some suspicion and even criticism. This will come from the weak teacher or principal who extends her business to the member in the hope of getting his support in escaping a deserved reprimand or in obtaining a desired promotion. Such a school employee will not hesitate to induce his friends to share his disappointment by casting suspicion on a board member. One or two experiences will suggest means for avoiding this type of nuisance.

It cannot be repeated too often that the board member must not, by word or deed, solicit school patronage. In some cities which have an unfortunate political situation and a history of more or less open examples of self-interest, it may even be necessary for a board member to make it known that he is completely indifferent to business from school employees.

### **ARE WE GOING TOO FAR?**

A DIVISION of the N.E.A. is working hard to improve teacher tenure and academic freedom and to eliminate from the several state laws and from the local practices of boards of education any and all policies which interfere with the permanence of the teacher in his position and with his freedom of action as a citizen, as a teacher, and generally as a professional person.

Unquestionably, the effort has a sound historic background and is based on numerous experiences and observations. Local school teachers have been hampered by politics, by pressure groups, and by other situations interfering with their freedom, their peace of mind, and reasonable tenure. While the teachers have been harmed by these situations, the larger losers have been the communities and their children for whom the schools exist.

It would seem to us that the present effort goes beyond necessary legal controls and will result in as much harm as good. The whole teacher situation will not be benefited if school boards are prevented from freely using their judgment in dis-

missing or transferring teachers, or demoting them, as the case may require. There can be no value in keeping a teacher or a school executive in his position if his mental attitudes and his repeated acts cause a considerable amount of opposition and antagonism. A superintendent of schools must have freedom to make changes and even to dismiss teachers, who are not moving forward but who are at a standstill, which really means falling back in their ability to do the job.

### SCHOOLS AND LOCAL BUSINESS

THE school has important economic significance in the local community. This fact has been recognized for so many years it hardly deserves repetition were it not for the fact that most school boards, in the rush of routine, have completely forgotten the fact and never capitalize on it in their community relations. It could be proved that ultimately the school is not an expense but a necessary investment that is returned in each succeeding generation; it is an institution without which our Republic cannot renew itself.

For the present discussion it should be said that the school is a large business enterprise that receives and disburses a larger amount of money than most private corporations in the community. Its payroll is 75 per cent or more of the total school funds received, and this money goes back into the local circulation. When the school board pays its teachers and supervisory employees generous salaries, it simply means that the group has more funds to put back into the hands of those with whom they deal, and to really cause a higher standard of living.

Of the other outlays, a very small percentage goes out of the local community in the form of book and supply purchases and debt service. The school is an excellent customer of the local fuel merchant, stationer, grocer, paint dealer, lumberman, etc.

The schools more than any other department of local government have in their control the upbuilding and future economic life of a community. Trade and technical schools and work programs, as well as vocational guidance and commercial studies, are best appreciated by business and labor for their direct economic influence. It is in the total service that the schools give to the economically underprivileged quite as much as to the middle class that the deep social and economic influence of education is exerted.

Who is educated? It is the person who feels the moral obligation to be intelligent in his choices, who realizes that the basic evil of the day is the closed mind, who realizes that the world can survive only if the avenues of communication are kept open and *made use of*.—  
*Edgar Dale.*

### Secondary Education for Our Times —

## Word From Washington

*Elaine Exton*

"The times are big with tidings!" this observation uttered by Robert Southey, the English poet, more than a century ago, is apt today, although the challenges of his time and ours are different. Writing on "The Aims of Education" in the January, 1948, *Ladies Home Journal*, Dr. Christian Gauss, Dean Emeritus of the College, Princeton University, declares: "The greatest service which education can render to any generation is to make clearer to it the nature of the emerging challenge to which it must respond." He sees the alteration of the ratio of men to power through "the recent discovery that we can transform matter into energy by splitting the atom" as a new challenge "which our history is now presenting to us" and believes that to meet it "we must make democracy work and reduce the tensions in our own country and throughout the world."

Calling attention to another reality of our times, the report of President Truman's Commission on Higher Education avers: "The need for maintaining our democracy at peace with the rest of the world has compelled our initiative in the formation of the United Nations, and America's role in this and other agencies of international co-operation requires of our citizens a knowledge of other peoples — of their political and economic systems, their social and cultural institutions — such as has not hitherto been so urgent."

### Schools for Today's World

An editorial in the *Saturday Review of Literature* for August 18, 1945, by Norman



Cousins bears the arresting title "Modern Man Is Obsolete." Holding that modern man "has exalted change in everything but himself" and "has leaped centuries ahead in inventing a new world to live in," the article asserts "he knows little or nothing about his own part in that world." Preparing modern man to live satisfyingly and effectively as a person, a citizen, and a worker is the challenge of our fast-moving age to education. The degree of progress that school administrators make in tailoring educational practices to meet the crucial needs of our times and of all youth may tip the scales in favor of civilization or disaster.

In recent decades the spectacular rise in high school attendance has been a factor in democratizing secondary education and in spurring efforts to adjust curriculums to the needs of all youth of high school age. According to Dr. James B. Conant's dramatic statement of this phenomenon "between 1870 and 1940, the entire population (in this country) increased about threefold but the number of students in the secondary schools went up ninety times." U. S. Office of Education figures show that while only one out of every 91 public school children was going to high school in 1880, the ratio had risen to one out of every four students in 1940 when public high school enrollments reached a peak of 6,600,000 pupils. Moreover, whereas in 1900 only 11 per cent of the nation's youth between the ages of 14 through 17 were in secondary schools, in 1940 73.3 per cent were so enrolled.

The movement to pattern education to keep pace with today's world has gained momentum in recent years from pronouncements of leading educational bodies. It is anticipated that impetus for further action will come from the work of the Commission on Life Adjustment Education for Youth recently appointed by the U. S. Commissioner of Education.

### Task of the Commission on Life Adjustment Education for Youth

In announcing the creation of a Commission on Life Adjustment Education for Youth<sup>1</sup> to advise the nation's high schools on programs to accelerate and expand the effectiveness of endeavors to meet the educational needs of all youth of secondary school age, Dr. John W. Studebaker, the U. S. Commissioner of Education, recently stated: "Too many of our

<sup>1</sup>The events leading up to the creation of this national Commission and an analysis of problems and changes challenging American secondary education in developing "programs of instruction that will have greater value, meaning, and appeal to more of the youth of high school age" are summarized in the Bulletin *Every Youth in High School — Life Adjustment Education for Each*. Mimeographed copies may be obtained free on request from the Division of Secondary Education of the U. S. Office of Education, Washington 25, D. C., while the limited supply lasts. The publication will be available in printed form in the late spring.

young people are receiving an obsolete education in the high schools. Evidence mounting rapidly since the war shows that our secondary education prepares young people for colleges and for the skilled trades. But it is not adequate for the vast multitude of our youth who are destined for the numerous occupations that do not require a long period of specific training but do require an extensive period of general education."

The Commission on Life Adjustment Education for Youth<sup>2</sup> bears an advisory relationship to the U. S. Office of Education and works through a U. S. Office of Education steering committee composed of Galen Jones, Director of Secondary Education; Raymond W. Gregory, Assistant Commissioner for Vocational Education; and John Dale Russell, Director of Higher Education. It will attempt to provide co-ordinating leadership for achieving the ideal of appropriate universal secondary education so long a goal of American educational leaders. To this end it will (1) promote co-operative research bearing on its problems, (2) disseminate information to attain its program, and (3) foster active implementation at state and local levels of more efficient and effective youth education.

Benjamin C. Willis, Superintendent of Schools of Yonkers, N. Y., and the Chairman of the Commission on Life Adjustment Education for Youth, reminds that "in the achievement of its aim the Commission calls for the widest possible co-operative action within every school community." He says "it visualizes programs of action at state and local education levels which should result in the assembling of facts, techniques, procedures, and ways of getting useful information which can be made available across the nation" and points out that "this will doubtless involve more careful analyses than we have had in the past of why youth leave high school before graduation."

U. S. Office of Education statistics for 1943-44 reveal the disturbing fact that only about 47 per cent of the youth who enter high school remain to graduate. According to the U. S. Bureau of the Census, in 1947 about 1,600,000 young people, or 19 per cent of American boys and girls of secondary-school age, were not attending any kind of school, and more than two thirds of the 18- and 19-year-old youths were not in school. Almost

17,000,000 men and women over 19 years of age in 1947 had stopped their schooling at the sixth grade or less. Local school administrators may wish to check the holding power of their own school systems against these national figures to assay whether they are reaching boys and girls long enough to meet their life needs.

#### Implications for High Schools in Recommendations of President Truman's Commission on Higher Education

The philosophy and findings presented in the foregoing material are buttressed by the conclusions of President Truman's Commission on Higher Education<sup>3</sup> whose six-volume report, *Higher Education for American Democracy*,<sup>4</sup> has just been released.

From among the principal goals for higher education which should come first to meet the needs of the times, the President's Commission has selected these three: (1) education for a fuller realization of democracy in every phase of living; (2) education directly and explicitly for international understanding and co-operation; (3) education for the application of creative imagination and trained intelligence to the solution of social problems and to the administration of public affairs. It is the Commission's hope that these three emphases will be reflected in the preparation programs high schools offer.

The recommendation of the Commission on Higher Education that may have the biggest impact on the nation's secondary schools is its proposal that public school systems be extended upward to include college level instruction in the thirteenth and fourteenth grades. The Commission urges "that all states which have not already done so enact permissive legislation under which communities would be authorized to extend their public school systems through the fourteenth year" and suggests that where such permissive legislation already exists, local school authorities in municipalities and counties that meet the specifications prescribed in the law give most careful consideration to establishing tuition-free community colleges as a part of their school systems.

Retaining the thirteenth and fourteenth years as a part of higher education and developing a comprehensive program for those years under the jurisdiction of the higher education authorities of the state is offered as an alternative plan. The Commission cites the rapid development of off-campus centers

as branches of a state or private university as evidence of the strength of this movement.

Calling attention to the fact that many high school students are unable to remain in school because of expenses for supplies, board and room, and other living costs, President Truman's Commission asserts that "the time has come to provide financial assistance to competent students in the tenth through fourteenth grades who would not be able to continue their education without such assistance" and comments that "only in this way can we counteract the effect of family incomes so low that even tuition-free schooling is a financial impossibility for their children."

In the Commission's view "the diminishing of the number of new veteran enrollees will gradually enable the normal flow of secondary school graduates into college to be resumed at a rate higher than the prewar level." The report attributes this increased flow of high school graduates to many factors, including population increases, and concludes: "It is thus advisable that new provisions to equalize educational opportunities be initiated in 1948-49."

The plans of the President's Commission on Higher Education envisage a large scale national program of federal scholarships ranging up to \$800 per person per academic year for at least 20 per cent of all able, undergraduate, nonveteran students who could not continue their education without such assistance and of federal fellowships for qualified graduate students consisting of individual grants of \$1,500 a year. A federal appropriation of \$135,000,000 for the academic year 1948-49 is recommended to provide grants-in-aid assistance to some 300,000 undergraduate and some 10,000 graduate students. A progressively increasing 5-year program is submitted, with re-examination suggested by 1953 in order to determine its adequacy in the light of future national needs.

The Commission on Higher Education believes that in 1960 a minimum of 4,600,000 young people should be enrolled in nonprofit institutions for education beyond the traditional twelfth grade and advocates that "of this total number, 2,500,000 should be in the thirteenth and fourteenth grades (junior college level)." In the fall of 1947, approximately 2,338,000 students were enrolled in institutions of higher education in this country, including 162,318 undergraduates attending public junior colleges, according to information from the U. S. Office of Education.

#### SCHOOL-BOND SALES

During the month of January, 1948, school bonds in the amount of \$40,341,000 were sold. The average yield of first rate municipal bonds as of February 1, was 2.40 per cent. The largest sales were made in California, \$23,606,000; New York, \$4,985,000; Texas, \$2,892,000; Ohio, \$1,910,000.

During the same month, short-term paper for tax anticipation, refunding, and similar purposes was sold for \$29,723,500. Of this, \$25,900,000 was sold in Illinois.

#### SCHOOL-BUILDING CONTRACTS

During January, 1948, Dodge reported contracts let in 37 states east of the Rocky Mountains for 195 educational buildings, at a contract cost of \$58,685,000.

<sup>2</sup>The members of the Commission on Life Adjustment Education for Youth and the organizations they represent are: American Association of Junior Colleges, Charles S. Wilkins, President, A. & M. College, Magnolia, Ark.; American Association of School Administrators, Benjamin C. Willis, Superintendent of Schools, Yonkers, N. Y.; American Vocational Association, J. C. Wright, Washington, D. C.; National Association of High-School Supervisors and Directors of Secondary Education, Paul D. Collier, Bureau of Youth Services, State Department of Education, Hartford, Conn.; National Association of Secondary-School Principals, Francis L. Bacon, Principal, Evanston Township High School, Evanston, Ill.; National Association of State Directors for Vocational Education, M. D. Mobley, Georgia State Department of Education; National Catholic Welfare Conference, Rev. Bernardine Myers, President, Secondary-School Department, National Catholic Educational Association, Fenwick High School, Oak Park, Ill.; National Council of Chief State School Officers, Dean M. Schweickhard, Commissioner of Education, St. Paul, Minn.; National Education Association, Marcella Lawler, State Department of Education, Olympia, Wash.

<sup>3</sup>The members of President Truman's Commission on Higher Education are: Sarah G. Blanding, O. C. Carmichael, Arthur H. Compton, Henry A. Dixon, Milton S. Eisenhower, John R. Emens, Alvin C. Eurich, Douglas S. Freeman, Algo D. Henderson, Msgr. Frederick T. Hochwalt, Lewis W. Jones, Horace M. Kallen, Fred J. Kelly, Murray D. Lincoln, T. R. McConnell, Earl J. McGrath, Martin R. P. McGuire, Agnes Meyer (Mrs. Eugene), Harry K. Newburn, Bishop G. Bromley Oxnam, F. D. Patterson, Mark Starr, George D. Stoddard, Harold H. Swift, Ordway Tead, Goodrich C. White, Rabbi Stephen S. Wise. Francis J. Brown served as Executive Secretary; A. B. Bonds, Jr., as Assistant Executive Secretary.

<sup>4</sup>On sale at the Superintendent of Documents, U. S. Government Printing Office, Washington 25, D. C.: Vol. I, *Establishing the Goals*, 40 cents; Vol. II, *Equalizing and Expanding Individual Opportunity*, 35 cents; Vol. III, *Organizing Higher Education*, 30 cents; Vol. IV, *Staffing Higher Education*, 25 cents; Vol. V, *Financing Higher Education*, 25 cents; Vol. VI, *Resource Data*.

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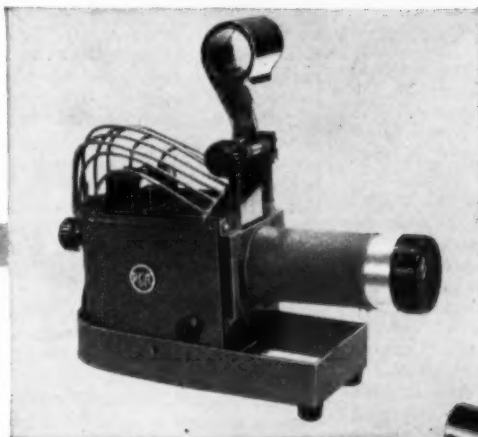
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## The A.A.S.A. at Atlantic City

The theme of the 74th Annual Convention of the American Association of School Administrators, held in Atlantic City from February 21 to 26, was a fortunate one, and President Herold Hunt of Chicago built around it a program of broad significance. In every general session and in the numerous discussion groups and the meetings of the Allied N.E.A. departments, "The Expanding Role of Education" was emphasized as contributing to the part which America is to play during the next decades in international affairs, in European and Asiatic reconstruction, in securing and maintaining the peace, and in building up our own international democratic institutions through the moral, intellectual, and economic improvement of the individual and the safeguarding of his personal worth. The convention, which brought together nearly 15,000 administrators and experts in special fields of educational work, heard papers on every aspect of international relations, ranging from our expanding international tasks, discussed by Congressman Walter H. Judd of Minnesota, to our stake in Germany's reconstruction, presented by a cultural adviser to the military governor of Germany, Dr. Herman B. Wells, and measures for military security, urged by General Omar N. Bradley.

Federal aid to education, without federal control, was widely discussed as a forerunner of the 1948 campaign for the passage of Senator Taft's bill, S. 472. In a minor way, the overpowering needs for financing additions to the local school plants suggested to some speakers the value of federal subsidies for school building construction.

Boards of education and the value of their unselfish services received greater attention than has been given by the superintendents in many years past. Dr. D. J. Rose, president of the National School Boards Association, must be credited for drawing attention in his address at the Monday morning general session to the keen understanding of educational purposes and problems and the devotion to the cause of the children which the boards the country over exercise in their work.

### Vast Array of Topics

Among the vast array of topics discussed the lessons of war training and G.I. education, the extension of education into the thirteenth and fourteenth years, the reorganization of the rural school districts, universal compulsory military service, the reorganization of the high school to meet the needs of all the children—these major concerns of superintendents received wide attention. Teachers' salary difficulties were barely touched upon, even though the news of the Minneapolis teachers' strike and the courageous stand of President-elect Goslin spread rapidly through the hotel lobbies. Teacher recruitment seems to be more a worry of the school boards than of the superintendents if the references to this problem were a measure of administrative concern.

In one field, religious education, the convention theme of the expanding role of education faltered. The subject was pushed into the consciousness of the meeting by the increasing numbers of schools which have accepted the

released time plan and the Illinois case pending in the U. S. Supreme Court received only unsympathetic consideration.

The management of the convention by Secretary McClure, Manager Allan, and Publicity Director Farley was superb. Hotel, exhibit, and hall facilities were completely adequate.

At the Sunday night session Dr. Walter H. Judd, member of Congress from Minnesota, speaking on "America's Expanding International Role," argued that as the leading democratic nation, we must unify the two political, economic, and ideological worlds into one world and we must do this not by conquest, but by agreement. We must convince Russia and all the peoples that it is to the best advantage of all to work together for the solution of the problems of the world.

Dr. John K. Norton, New York, in discussing "Education: A World Casualty," argued that there are two great duties which educational leadership must face to restore education: First, education must be restored to all its prewar status. The plain fact is that the schools are still one of the war casualties. School board funds now are less able to buy what it takes to finance good schools than they were before the war. A recent nationwide investigation reveals that the school dollar is now an 80 cent dollar as compared with a 100 per cent dollar before the war. Second, there lies ahead the greater task of developing education of a quality adequate to the demands of an atomic age. The second half of this century will place heavy and complex burdens on all citizens.

### School Boards Recognized

For the first time in a quarter century school boards are recognized on the program of the A.A.S.A. Dr. David J. Rose, president of the National Council of School Boards Associations, Goldsboro, N. C., addressed the Monday morning general session on the subject, "Appraisal of the Schools: The School Board's Opportunities." Superintendents, school boards, and parents, he said, are all allies for attaining the common goal of the welfare of the child. They constitute the sides of a great equilateral triangle surrounding the child and each must uphold its side. Among the present needs of the children which deserve consideration are the betterment of health education, international education for the development of peace, and a long-range program of educational betterment which will result in the development of a Christian personality in all children, ability to live together, social welfare, and manual dexterity in a useful occupation.

"A Job With Youth" presented by James L. Ellenwood, secretary of the New York State Y.M.C.A., suggested wittily that the parent asks that the school develop in each child (1) intelligence which will result in ability to handle oneself in any situation; (2) get-up-and-get, which implies creativeness, enterprise, and energy to do better for oneself; (3) conscientiousness, or judgment of right and wrong and determination to follow judgment of the right.

Erwin D. Canham, editor of the *Christian Science Monitor*, Boston, in appraising the "Common Purposes of the Newspapers and Schools," urged that both must think beyond the sterile materialism of the century past and help us realize the value of our heritage, and the invincible brotherhood of man, the infinite significance of every individual man, woman, and child. "Through the press and the school, we must awaken the western world to the revolutionary spiritual power which lies in our hands. When we shake off the grip of this century of materialism—and I believe we are beginning to shake it off because we have to—we will use our magnificent tools for salvation instead of suicide. Awakening

to our heritage and its dynamic usability will not come with a thunderclap. It will come every day in some human consciousness."

On Monday evening General Omar N. Bradley, U. S. Chief of Staff, urged support of the United Nations, the establishment of universal military training, and reconstruction of Europe and Asia, and "Do not give comfort to nations who would risk aggression. The best assurance against another war is a measure of universal subordination of absolute sovereignty to a community of nations," he said.

### The Tuesday General Sessions

The first of the convention's heavy guns for additional funds for education was fired Tuesday morning when Oscar R. Ewing, Federal Security Administrator, speaking on "Education—An Investment in People," declared that six million American children are being cheated out of their birthright. In October, 1945, he noted, only 24,500,000 children out of 30,500,000, between 5 and 19 years of age, were enrolled in school because basically the parents or the communities or the states lacked money to send them. Federal aid is essential to help make equality of education a reality all over the country—overcoming economic, racial, and regional discrimination. The double burden of separate schools for Negroes and whites in the South, he declared to be wasteful. It is simply unthinkable, he concluded, that the people cannot resolve these differences in the interests of the children.

Because they understand and appreciate good teaching superintendents of schools became enthusiastic over a clever demonstration of a genuinely adequate new method and new aids. On Wednesday morning the Association enjoyed the use of 16mm. sound film and related materials in a junior high school social studies class. The competent leader was Dr. W. A. Wittich, of the University of Wisconsin. Dr. Lyman Bryson, of Columbia Broadcasting System, followed with an evaluation of radio, motion pictures, and other instructional tools which are so rapidly revolutionizing the atmosphere of the classroom.

At the annual show of the Associated Exhibitors, Paul G. Hoffman, president of the Studebaker Corporation, received the American Education Award for 1948 in recognition of his outstanding service in making business aware of its stake in education and in securing co-operation of industry and business in the better support of the schools.

At the Thursday morning session Pearl S. Buck urged international co-operation as a consequence of a "World View" to be developed through education. Columnist Marquis Childs declared that "America must choose" whether it will help Europe recover or lose its prestige by failing to accept more socialization of public services and of industry in the European countries.

### The Discussion Groups

As in previous years the most practical and helpful sessions of the convention were the 36 afternoon Discussion Groups in which problems ranging from the Armed Services Program to work experience were presented by specialists and threshed out by panels of interrogators. School board and superintendency relations received helpful attention at a meeting led by Supt. N. D. McCombs, Des Moines; Supt. John L. Bracken, Clayton, Mo.; and School Board Member D. J. Rose, Goldsboro, N. C.

The relation of teachers' salaries to competence were debated by Supt. Alonzo G. Grace, of Connecticut, who favored merit rating, and Supt. Earl Hanson, Rock Island, Ill., who opposed it. A well-attended group meeting discussed the legality and the pros and cons of Religious Instruction in Public Schools with emphasis on the cons. Prof. F. Ernest Johnson, of Teachers College, reflected the opinions of the Committee on Religion and Education of the American Council on Education which last year issued a bulletin favoring religion

(Continued on page 58)

### *Desk-carving should be a lost art*

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(Continued from page 56)

as a factor in American culture and a needed element in education. Madaline K. Remmlin of the N.E.A. Research Division, summarized some of the court decisions in the field of the public schools and religion.

#### School Building Construction

Frequent references made in various addresses to the current shortages of school facilities and the excessive cost of present-day construction, reflected the concern of school executives for solving the school plant problems caused by the stoppage of school construction during and since the war. An exhibit of plans of nearly fifty schoolhouses, contemplated or recently constructed, reflected the radical changes which are being made in classroom plan, exterior design, materials and general plan—all intended to meet the postwar educational programs. The Department of Secondary School Principals heard Dr. Ray L. Hamon, of the U. S. Office of Education, discuss "School Plant Essentials for a Functional Program"; Dr. John H. Herrick, Ohio State University, speak on "The Development of Educational Specifications in Planning a Secondary School Plant."

In a Wednesday discussion group Dr. N. L. Engelhardt, New York, described the causes of present high building costs. He summarized these: Throughout the country, and my recent contacts have extended from New York to San Francisco with many intermediate school systems, the present high levels of school building costs are expected to recede this year only partially, in fact slightly, compared with the increase over the 1939-40 conditions. The reasons for no great drop are briefly: (a) the persistent demand for building materials in all of man's activities; (b) the insistence by labor upon the maintenance of their wage levels; (c) the fact that during this present Presidential election year, an attack from political quarters will not be vehement; (d) the building needs have absorbed the available planning services; (e) the contracting firms have plenty to do and can choose their jobs.

At a discussion meeting, Supt. W. T. White, Dallas, Tex., declared "the schools of America are ten years behind in their building. With the increased birth rate resulting from the war years we are on the threshold of the largest school attendance in the elementary grades in the history of the country. Such a condition requires a rapid catching up with present housing needs plus the educational space which will be required to house the war babies."

Asst. Supt. John W. Lewis, of Baltimore, in discussing the "Planning of the School Building Program," said: "The greatest obstacle in planning satisfactory school buildings lies in the fact that school administrators are seldom able to give the architect adequate, specific information on what is desired. The school administrator should give the architect full information on space requirements, interrelationship of units, standards for lighting, heating, and ventilation, and plumbing, layouts of equipment, provisions for clothing, details regarding all facilities needed including storage, mechanical, electrical, and other service systems, schedules of finishes and materials in the light of maintenance and operation experience. If a school system cannot supply this information a qualified educational consultant will be a good investment. Only as the architect has adequate information as to requirements can he develop proper plans and specifications."

#### The Resolutions

The resolutions emphasized (1) the preservation of democracy through public education and the obligation to teach the rights, privileges, and responsibilities under the American constitutional system; (2) the necessity of adequate preparedness for national security; (3) the teaching of world understanding made necessary by recent social, economic, and scientific changes and achievements; (4) the need of charter changes to make the United Nations effective; (5) the continued support of UNESCO to bring the aids of science, culture, and education to bear on the problems

#### COMMERCIAL EXHIBITS COMPLETE AND INFORMATIVE

The 279 exhibits at the A.A.S.A. convention occupied a floor area of 90,000 square feet. They represented the most complete showing of building materials, equipment, and education aids yet seen at this annual meeting. Many superintendents of schools, with one of their school board members or with their complete board membership, took advantage of the opportunity to make comparisons between competitive materials used in school construction or education.



Paul G. Hoffman

Recipient of American Education Award 1948.

Thousands of school administrators continuously visited the exhibits throughout the convention, seeking buying and product information indicating they are now ready to undertake a buying program. The new school building and expansion programs facing school administrators involve the purchase of millions of dollars' worth of equipment and supplies. It was a great privilege to examine and have demonstrated by experts, the most advanced designs and construction of the tools of education at this critical period.

The exhibit of the Monroe Calculating Machine Company was turned into a classroom with students furnished by the Commercial Club of the Atlantic City High School. Eight students were equipped with accounting machines on school desks and the lesson presented as it would have been presented in a regular classroom.

The first showing of the "Ten-Twenty Balance-Posture Desk" by the American Seating Company, was enthusiastically received. This new combination desk and chair is an outstanding achieve-

ment in healthful and better working posture for pupils. It is a universal desk with a top quickly and easily adjustable to positions of 20 degrees, 10 degrees, and level. The seat has front to back and revolving adjustments. Its natural finish relieves eye fatigue by reducing the brightness ratio between the desk top and white paper worked upon. The light reflection achieved is between 35 per cent and 50 per cent, whereas the older "school brown" finish had a 12 per cent to 13 per cent reflectance.

Emphasis on light reflection for more pleasant classroom atmosphere, as well as sightsaving, was shown by the light colored school furniture at several exhibits and the number of light colored wall writing boards displayed. The offering of lighter shades of green, white, and cream colors with chalk or soap crayons for chalkboards were offered as substitutes for the standard blackboards. School boards, architects, and superintendents of schools will consider these offerings and their suggested advantages.

The exhibits on unit ventilation, an accepted method of heat and ventilation control for better schoolroom health and comfort, were of especial interest. The newly designed unit ventilator of the Herman Nelson Corporation, with their new steel cabinets and shelves flanking the heating unit, as well as the unit ventilator with cabinets, displayed by John J. Nesbitt Company, are sure to receive serious consideration from all schoolhouse architects, school boards, and school administrators with a building program.

The advances made in the use of audio and visual aids were clearly demonstrated at over 60 exhibits of projectors, slides, sound or receiving systems, sight measurement devices, hearing aids, films and slides, as well as records to improve the auditory approach to successful teaching. The increased interest in the use of audio-visual aids on all levels of instruction, based upon the satisfactory results obtained through their use in education, deserves the close attention of all educators.

Next to the teacher, the textbook is recognized as the most important part of education. The important contribution of the publishers to education was shown by their exhibits, which accounted for more than 42 per cent of nearly 300 exhibits. They offered school administrators the answer to their textbook and periodical problems with many new books in practically all subjects for all grades.

The school building exhibit, occupying more than 2000 square feet of wall space, was presented under the auspices of the 1949 Yearbook Commission of the A.A.S.A. It was planned to show a wide diversity of planning practice in school building in the United States. An international scope was given to the exhibit by including school plans from Argentina, Sweden, Australia, England, and Canada. Thousands of school administrators who visited this school building exhibit solved one or more of their building problems. New products exhibited for the first time and not mentioned in the brief report will be announced in future issues of the JOURNAL.

of world peace; (6) the advantages of teacher exchange; (7) the betterment of education in occupied countries for the promotion of the democratic way of life; (8) the right use of atomic energy; (9) the conservation of natural resources; (10) the establishment of a minimum salary for teachers of \$2,400 and increased maximums; (11) minimum preparation of four years of teacher training; (12) co-operative planning by teachers and administrators and the development of strong professional organizations; (13) the need of a continuous program of education through grade 14; (14) the wider use of educational programs and the condemnation of crime production for children; (15) the more efficient organization of school districts; (16) the use of public funds for

public schools only; (17) prompt enactment of Bill S. 472 for federal aid to education; (18) the establishment of a national board of education and the independence and financial adequacy of the U. S. Office of Education; (19) the endorsement of the A.A.S.A. platform of 1947; (20) expressions of thanks to officers, the press, the exhibitors.

The convention expressed its appreciation of and concern for boards of education in this language:

"We recognize that men and women who serve on boards of education render a most important public service. The time and energy they devote to the welfare of children and to the future of

(Concluded on page 61)

(Concluded from page 58)

America are unsurpassed by any other public bodies. We urge social and civic minded groups and individuals in every community to use appropriate means at their disposal to recognize the importance of the board of education, to see that men and women of unquestioned integrity and ability are chosen as members, and to express their appreciation for the civic contribution of these faithful and patriotic public servants."

The serious shortage of school plant facilities due to the neglect of the war years was called to the attention of federal, state, and local authorities:

"We call attention to the critical situation regarding schoolhousing. There is scarcely a community in the nation without need for rehabilitation and new construction. We stress the need for state and federal assistance to local districts for capital outlay purposes but recommend that boards of education proceed at once with school construction using available local funds in order to avoid a serious breakdown of adequate school services for this school generation."

### NATIONAL SCHOOL BOARDS ASSOCIATION HOLDS CONVENTION

The National Council of School Boards Associations, which held its annual meeting in Atlantic City, February 23, 24, 25, is slowly developing an understanding of its functions and opportunities as representing some 500,000 school board members associated in 29 state groups. The Council has a distinctly layman approach to the problems of education and is seeking by an exchange of experiences and opinions to help the officers of state organizations to widen their outlook, to adopt more efficient means of service, and to help in all activities, particularly help in legislation that will contribute to state-wide educational efficiency.

President D. J. Rose, Goldsboro, N. C., in his presidential report, referred to his 14,000 mile trip, visiting state school board associations. Secretary Robert M. Cole urged that the Council move forward in its program of service by employing a permanent executive secretary to be on call by the several component state associations. The organization now has 29 active associations as members and shortly will have 30 members. The main speaker at the first session, Arthur M. Crowley, of Hastings-on-the-Hudson, N. Y., urged that the school boards should help improve education in (1) the field of health and safety, (2) in rural education, (3) in reducing the shortage of qualified teachers, (4) in realizing their own importance in local education by existing leadership in every phase of school improvement. At the annual dinner, Dr. A. J. Stoddard, superintendent of schools in Philadelphia, discussed five areas of "Improvement of American Education." He pointed out particularly the need for conciliating the old ideas of educating for information, knowledge, and skill and the newer idea of developing attitudes, ideals, and habits so that the whole child may be educated for mastery in both areas. As further problems he urged the reduction of the number of pupils per teacher, the revision of the curriculum, and complete health education.

#### The Tuesday Sessions

The Tuesday morning session heard a strong plea for federal aid, specifically the Taft Bill, S. 472, by Dr. Karl Berns of the National Education Association. In contrast to this paper, Paul H. Good of the Education Committee of the U. S. Chamber of Commerce, held that "money alone is not enough" to properly support education in the states and communities. What is needed is the intelligent co-operation of business and professional people, widespread information at the command of parents and taxpayers, and a devotion to education on the part of professional school forces. We need lay co-operation to take the heat off the boards of education. We need better teachers, better boards, to make all understand the total values of the schools. Mrs. I. E. Porter, of Bakers-



## The Seven Cardinal Aims of Secondary Education as attained through the Graphic Arts Laboratory

This chart appears in a booklet, "Graphic Arts . . . The Foundation of a Liberal Education," containing the philosophy and objectives of the graphic arts activity on the industrial arts level. Write for your copy of this interesting 16-page booklet. It is free.

- The graphic arts activity in junior and senior high schools is the ideal medium through which creative interest and vitality is given to the entire school program. No other activity is so rich in general educational and social values.
- Those interested in vocational guidance should also write for a copy of "Facts about the Printing Industry for Schools" with a 10-page Guidance Addendum. This, too, is sent on request.

### Department of Education • American Type Founders

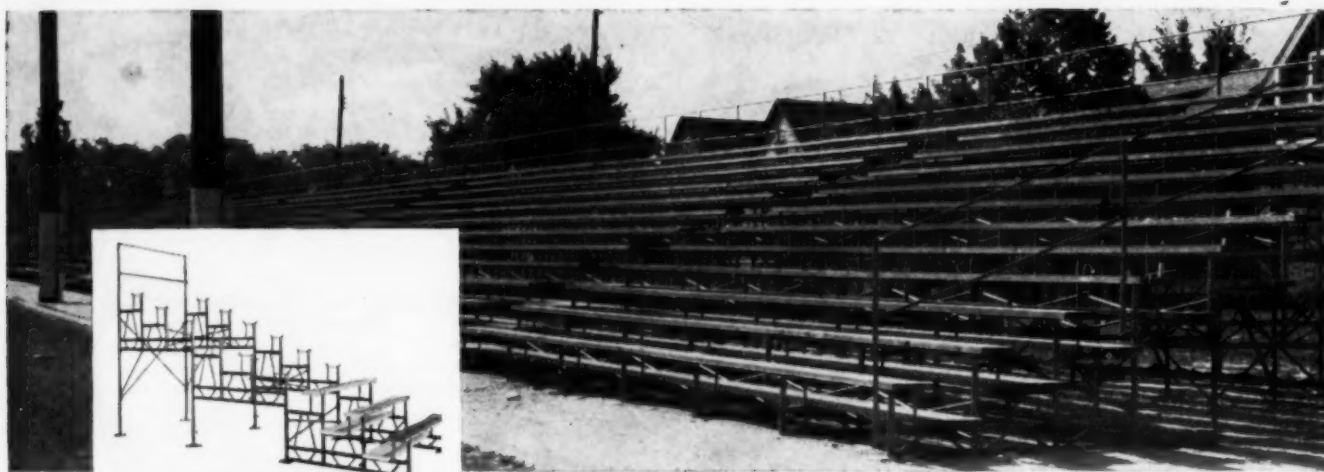
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field, Calif., brought to the meeting a message of the international importance of UNESCO for American education and for effective American work for peace.

A thoughtful paper on "The Advisability of Merit Systems for Teachers" was read at the afternoon meeting by Fred G. Thatcher, of the Louisiana School Boards Association. The recent failures of merit systems, the opposition of teacher groups, the desirability of a truly objective plan which will at least enable teachers to learn their faults so that they may grow, was pointed out. Competent administrators should be able to pick incompetence among teachers as well as exceptional competence. If teachers can rate pupils, the address concluded, why cannot teachers themselves be rated by some co-operative, objective plan?

Dr. Calvin Grieder, of Colorado, pointed out seven essentials of a "School Building Insurance" plan:

1. Determination by appraisal or otherwise of the fair insurable value of buildings.
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3. Adequate coverage for all locally prevalent hazards, with coinsurance.
4. The application of fair rates of insurance.
5. A simplification of the insurance plan by available use of blanket insurance, etc.
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#### Change Name of Organization

At its final session on Wednesday morning the Council adopted 13 resolutions as expressing its conviction on needed improvements in American education. In substance these urge:

1. Local school boards and their state associations should join the American School Boards Association and send delegates to the annual convention in order to better co-ordinate improvements in education.

2. Local school boards should urge the citizens to materially increase the support of education in order to implement higher salaries and other increases in costs.

3. That school boards and their administrators emphasize the importance of good family life and community welfare in their curriculums for maintaining American ideals of life.

4. Public interest demands the wider use of school buildings and grounds for wholesome adult activities, recreation, and character-building activities.

5. The principles of UNESCO deserve to be supported and promoted through the schools.

6. Active steps should be taken by school boards to increase the number of competent teachers, especially for the elementary schools, and local civic groups should sponsor recruitment plans.

7. School boards should insure the growing competency of their staffs by encouraging and providing in-service training.

8. Be it resolved by the Council that equal educational opportunity for all our people is essential to the maintenance of our democratic institutions. That to insure such equal educational opportunity, it is urged as follows: (1) That each state to the extent of its financial ability guarantee by appropriate legislation and state contributions to needy school districts an adequate minimum standard of educational opportunity, (2) That the Federal Government pass legislation to provide

federal aid to those states unable to financially support an adequate minimum standard of education, said funds to be administered by the states in aid of needy school districts, without jeopardy to the traditional American policy of local control of public schools.

Resolutions 9, 10, 11, and 12 thanked those who contributed to the success of the convention. Resolution 13 requires that the president and executive committee appoint the resolutions committee three months prior to the annual convention.

The convention recognized the outstanding work of its president, Dr. D. J. Rose, of Greensboro, N. C., through whose activities the organization was given a place in the program of the A.A.S.A. by re-electing him unanimously for 1948-49. Other officers elected are: first vice-president, J. Paine Elliott, Los Angeles, Calif.; second vice-president, Dr. Ray K. Daily, Houston, Tex.; executive secretary, Robert Cole, Springfield, Ill.; members of executive committee: Allen Jones, Coalville, Utah; Charles Hoff, Omaha, Neb.; C. B. Smith.

The name of the organization was changed to the National School Boards Association. The office of executive secretary was given a full-time status. Members of local school boards will be accepted as members with \$1 yearly dues.

#### PHILADELPHIA SCHOOL NEWS

Condemnation proceedings have been instituted by the Philadelphia board of education to acquire two sites for new elementary schools. This is the first time in recent years that the board has used its right of eminent domain to obtain properties, on which the board could not come to terms with the owners. The property comprises six and a half acres, including two residences, and fourteen lots.

Mrs. Sallie M. McIntyre, for 25 years a counselor for the Philadelphia board of education, died recently. She was a counselor for boys at South

Philadelphia High School at the time of her retirement in 1943.

The Philadelphia board of education may use its \$7,000,000 capital fund reserve and may borrow millions more through bond issues to get its postwar school building program started as soon as possible. Although the board does not wish to mortgage the future, it will have to resort to emergency means because of the extreme need for more schools, Add B. Anderson, secretary and business manager, says.

Appropriation of capital funds and the use of a portion of the \$38,000,000 borrowing capacity of the school district are the major phases in a long-range financial program now being studied. The loan issues would be on a 25-year term basis.

Seven schools, to cost about \$22,000,000 are needed, and the board hopes to get two or three of them under construction this summer. Anderson said the program of borrowing will have to be conservative so as not to endanger the income for current expenses in years to come. To acquaint the public with school finances, the board has printed 50,000 copies of a circular itemizing the \$44,267,000 budget for 1948. School needs, beyond the budget, are cited. The urgent need on the one hand and the high building costs on the other, put the board on the spot. The school district, if debt free, would have a legal borrowing capacity for permanent improvements of \$67,000,000, based on 2 per cent of the city's real estate and personal property valuation. Its net debt, however, is \$35,000,000 which cuts borrowing power to \$32,000,000.

#### A CORRECTION

Edmund J. Kubik, coauthor of the article, "A Promotion and Grouping Policy for the Elementary School," in the February issue of the JOURNAL, is a member of the teaching staff of the Chicago public schools. He was identified as being a member of the teaching staff of La Grange, Ill.

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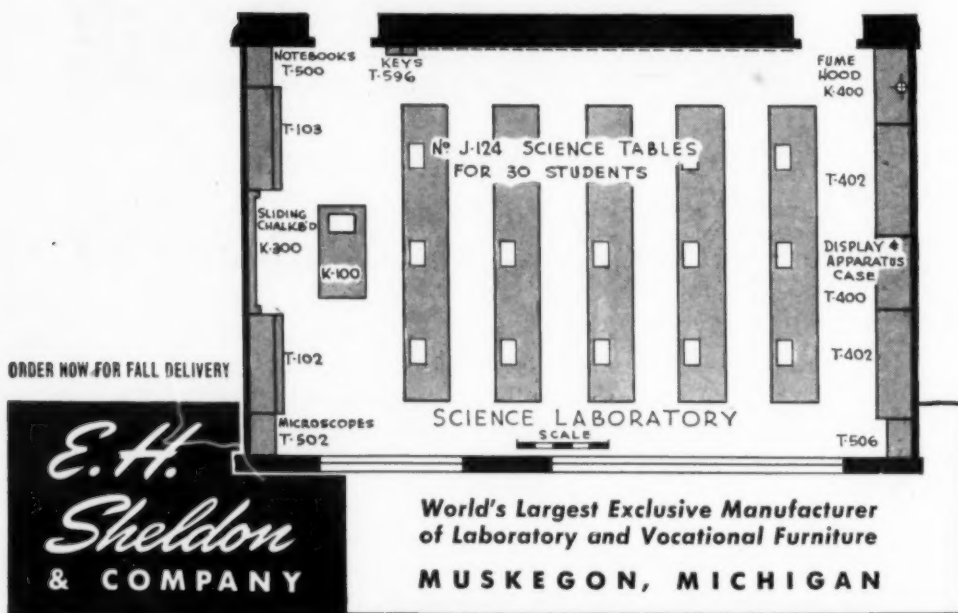
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courageous and intelligent plan for estimating the value of an individual teacher's work and paying him according to his worth without regard to custom, politics, or previous condition of servitude. And that will be another great blow at mediocrity.

#### APPRAISING THE PERFORMANCE OF PUBLIC EMPLOYEES

John A. Overholt, chief of the Efficiency Rating Administration of the U. S. Civil Service Commission, has suggested seven standards of performance which public authorities may apply to their staffs:

1. Every employee should be informed specifically of his duties and responsibilities, and of the purpose of every task; he should be trained how to perform the duties and discharge the responsibilities, in order to accomplish this purpose.

2. Every employee should be informed specifically as to the quantity of work required of him, or of the time limits governing his work, and of the degree of quality which is required. He should know with respect to every factor of his work what constitutes an acceptable degree of work performance, and in what way he can exceed the minimum requirements.

3. Every employee should be told promptly when he is failing in any of the performance requirements of his job. He should also be told when he is doing commendable work. It is much more important to have an employee do a good job than it is to give him a rating showing what kind of a job he has done.

4. Every employee should be given an efficiency rating based on the way he did his work as related to the performance requirements applied while he was doing the work.

5. Every employee should feel assured that every other employee was correctly rated on the basis of his actual work performance as related to proper standards of performance. He should have the right to inspect the final ratings of all other employees in his agency at the same location in order to assure himself on this point.

6. Every employee should have the right to present his point of view to an impartial person or board when he feels he has a grievance about efficiency ratings or any other matter connected with his work. He should have confidence when presenting any grievance that a just decision will be made, and that there will be no favors shown to those in higher authority.

7. The foregoing rules should be applied in the cases of subordinate supervisors just the same as in the cases of nonsupervisory personnel. No supervisor or administrator should be exempt from the obligation of seeing that all subordinates are fully informed of their duties and responsibilities, of the performance requirements of their positions, and of the way in which they are currently meeting the requirements.

Maybe these standards seem to aim for perfection, which is what I warned against in setting standards of performance for individual positions. There is this difference, however; we do not rate the efficiency of an entire organization. For this reason, we urge a goal of achievement for management, instead of a standard of minimum acceptable performance. — *Public Personnel Review, January, 1948.*

#### SALARIES OF MINNEAPOLIS JANITORS

The school board at Minneapolis, Minn., at the suggestion of Supt. Willard Goslin, has approved a new salary schedule for janitorial employees, which became effective January 1, 1948. The schedule is as follows: Auxiliary janitor-engineers, \$320 per month; janitor-engineers in charge of high schools, \$315 to \$290 per month based on number of square feet; those in charge of elementary schools, \$280 to \$267.50; assistant janitor-engineers in charge of high schools, \$260 per month; elementary schools, \$250 per month; janitor-engineers, \$207.50 to \$237.50 per month; janitresses, \$167.50 to \$197.50; bus attendants, \$167.50 to \$197.50.

### School Business Executives

#### A JOB FOR FUTURE SCHOOL BOARDS

Under the significant title of "Desks and Minds," a writer in the Providence, R. I., *Journal*, suggests that the tyranny of the screwed-down pupils' desk is on the way out. He writes:

There's no longer any doubt about it: the old-fashioned schoolroom desk is a sinister piece of furniture. Apparently it would have been thrown

out long ago if its hold on our educational system hadn't been a thousand times more tenacious than its grip on the floor.

In the 18 new public and junior high schools which New York City proposes to build and equip there will be no screwed-down desks. Their places will be taken by small tables and chairs and library alcoves—the prospectus even dares to use the word "cozy." "Cozy library alcoves" it says.

And this means, of course, that the educational scheme will undergo a radical change; the tyranny of the regimented desk, the alphabetical roll call, the zoological atmosphere, and such mass encouragements of mediocrity will be broken.

And by and by—it will probably take a generation—when the bright if not always rugged individualists who have been educated in chairs are themselves members of school boards, they will sit around a small table and devise some

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### School Board Conventions

#### MONTANA SCHOOL BOARDS MEET

The twenty-second annual convention of the Montana School Boards Association was held November 17 and 18, in Kalispell, with President H. L. Stamp, of Miles City, presiding.

The high light of the meeting was the address by Prof. E. A. Hardy, of Saskatoon, Canada, a fraternal delegate from the Saskatchewan School Trustees Association. The attendance was over one hundred.

The Association adopted five resolutions. Resolution 2 calls for the appointment of a special committee to conduct a study of the present school laws to the end that an effective

legislative program may be prepared. Resolution 3 suggests the repeal of the law proscribing school district bond issues unless 40 per cent of the voters are at the election.

At the business session, the Association elected the following officers for 1948: president, H. L. Stamp, Miles City; first vice-president, B. H. Gullickson, Big Sandy; second vice-president, V. F. Gibson, Great Falls; third vice-president, W. A. Christiani, Glendive; secretary-treasurer, J. L. Gleason, Livingston. Members of the executive committee include V. A. Koetitz and Mrs. Clifford Miller.

#### PENNSYLVANIA STATE SCHOOL DIRECTORS DISCUSS FINANCIAL AID FOR PUBLIC SCHOOL EDUCATION

Recommendations for greater financial aid from the Commonwealth toward the cost of public school education dominated the business transactions of the Pennsylvania State School Directors' Association at its 52nd annual convention in Har-

risburg, February 4 and 5.

The Association of School Board Secretaries of Pennsylvania, whose 34th convention was combined in part with the sessions of the directors, concurred in some of the action taken by the directors.

The principal resolutions adopted unanimously by the directors called for increases in state subsidies to local districts, the creation of a building fund of \$10,000,000 for financially distressed districts, and a statewide tax with the proceeds distributed to districts on the basis of need.

The delegates urged that the minimum state subsidy be increased from \$700 to \$1,000 per year and that the maximum grant be boosted from \$2,600 to \$3,000. They proposed that the high school instructional unit be decreased from 22 to 20 and the elementary unit, from 30 to 28. These proposals were approved because of an anticipated reduction in these payments as a result of the state's new Tax Equalization Law, which bases subsidies on the market value rather than the assessed value of property.

Preston O. Van Ness, executive secretary of the directors' association, predicted that "every school district in the state will be affected by the law if the Tax Equalization Board does a good job—and we have every reason to believe it will."

The directors agreed that the law creating a State School Building Authority "is a step in the right direction and will be very helpful to many districts." They believed, however, that the 1949 Legislature should establish a building fund of \$10,000,000 or more to assist, either in whole or in part, school districts "financially unable to take advantage of the Authority Act."

The convention was resolved to seek the following modifications in the Tenure Act:

"a) Probation period lengthened from two to three years.

"b) That the probationary period be served under the same superintendent.

"c) That seniority rights in cases of suspension of teachers be credited only for continuous service in the same district.

"d) That a teacher who receives an unsatisfactory rating be dismissed without an appeal to the State Superintendent of Public Instruction or the Court, if the board after making written charges and giving the teacher a hearing decides to do so.

"e) That charges and dismissal be brought about by a board by a majority vote rather than by a two-thirds vote."

Exemption from Federal income taxes for the annuities of retired teachers was urged.

Most districts throughout the state are now engaged in the preparation of plans for the consolidation of schools. In this connection, the directors supported larger attendance areas and administrative units "within reasonable limits." They urged, however, that "standards be flexible enough to give ample consideration to density of population, topography, condition of roads, distance, time required for transportation and climate." They did not believe that larger units "will solve all financial troubles nor guarantee better schools."

Another resolution recommended legislation defining the powers of local boards over athletic funds. Conflicting interpretations have resulted from a recent Superior Court ruling that all school receipts derived from athletics, class plays, and other pupil activities be treated as tax money. The co-operation of teachers, the Commonwealth, and the Pennsylvania Interscholastic Athletic Association, would be sought in seeking a solution to this problem.

Other resolutions included these, in brief:

(1) pledge of support to the program of UNESCO; (2) that teachers be urged to inculcate in the minds of youth "the need for better international understanding" and to emphasize "our great American heritage and the principles on which it is founded"; (3) removal of the 75 per cent factor in determining tuition appropriation and use of the full reimbursement fraction; (4) basis of tuition charge on actual operation costs rather than a flat rental cost of \$10 per pupil; (5) an amendment to Act 515 to establish the unit of instruction at 15 for

(Concluded on page 69)

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high school and 20 for elementary school in counties having an average population of 20 or less to the square mile; (6) an amendment to permit the use of emergency certificates to July 1, 1951, without a penalty of \$300 for so doing; (7) nonpartisan election of school directors; (8) appointment of a committee to study changes in the bylaws and consideration of a new time for the annual convention.

During the election of officers, Bert L. Liles, Clarks Green, was elected president to succeed Mrs. Ruth B. Robb, Latrobe. Others elected were: E. W. Painter, Forest Hills, first vice-president; Frank E. Snyder, Liberty, second vice-president; Dr. William B. Grove, Mercersburg, third vice-president, and Preston O. Van Ness, Harrisburg, executive secretary.

Five new regional directors were named: Mrs. Lucy Rodgers, Jamestown, District One; Walter Rose, Spring Hill, District Three; Forrest A. Lohr, Kantner, Somerset County, District Five; Robert Rayner, Sterling Township, Wayne County, District Seven; and Mrs. Hilda M. Denworth, Swarthmore, District Nine.

Common problems were discussed at sectional meetings by secretaries and directors of the various class districts and by county board members and county superintendents. Dr. Francis B. Haas, State Superintendent of Public Instruction, also spoke.

The report on legislation was presented by E. W. Painter, first vice-president, while the report of the resolutions committee was read by Frank E. Snyder, second vice-president.

The secretaries went on record in favor of the directors' request for legislation requiring all vehicles to stop and proceed with caution when approaching a school bus loading or discharging pupils. They also adopted a resolution, to clear up the Superior Court ruling on the athletics and activities fund.

The association of secretaries united with the directors' association in urging the State Department of Public Instruction to mail copies of all communications pertaining directly to business affairs of the districts to the secretary of each local board.

A new high membership of 1015 was reported. The executive committee and the first- and second-class groups expect to meet in late fall to discuss legislation for enactment or consideration by the General Assembly of 1949.

Stewart S. Veale, Hazleton, was elected president, succeeding Miss Helen M. Black, Franklin.

Other new officers named by the secretaries are: Howard S. Fernsler, Pottsville, vice-president; R. E. Boswell, Harrisburg, secretary; and H. A. Bishop, Sharon, treasurer. Rev. Elias H. Phillips, Lower Paxton Township, Dauphin County; Forrest A. Lohr, Kantner, Somerset County; and Miss Black were selected as additional members of the executive committee.

In her annual report, Miss Black urged "self-analysis and rededication to our task." She said they are needed to recapture "something worth while" which we have lost "somewhere along the line."

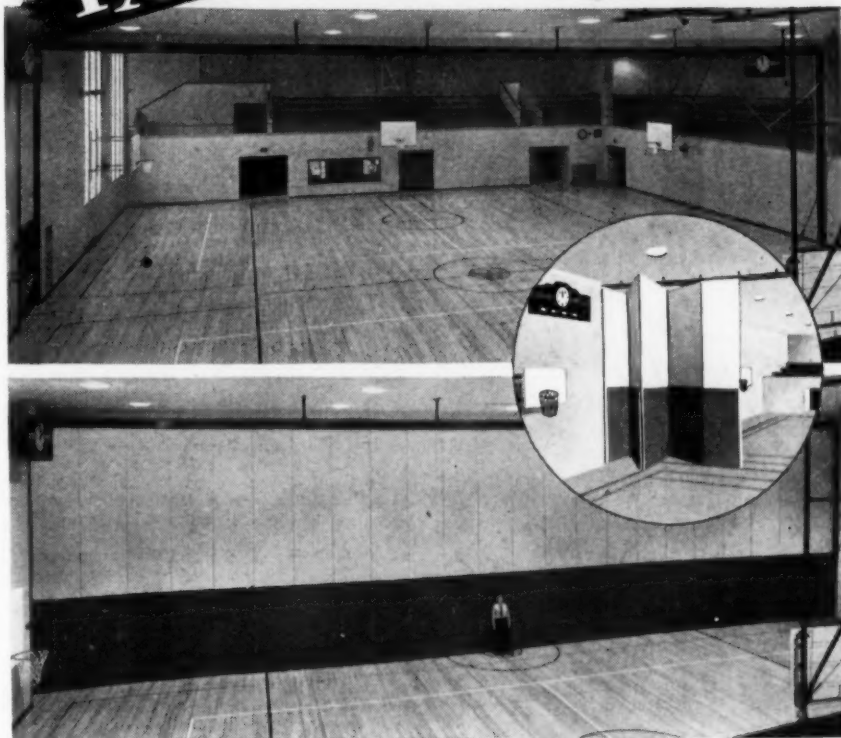
"If our education system is failing, and that seems to be the opinion of many prominent men and women in all walks of life, what is the cause of our failure?" asked the retiring president. "Maybe the answer is in the fact that the whole trend of modern life is toward material values and possessions and away from spiritual values."

#### CLEVELAND NEWS

Mrs. Norma F. Wulff, president of the Cleveland board of education, has been re-elected for a fourth term. Carl F. Shuler, vice-president since 1946, also has won re-election to his post. Mrs. Wulff, who in January began her eleventh year on the board, has been its head since 1945. Mr. Shuler has been a member since 1942.

The board granted a continuance of contract to Michael L. Wach, clerk-treasurer, and to James F. Brown, business manager. Each was given a one-year contract and an increase of \$1,000 over the previous salary of \$8,500.

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1948

Two new members have begun their four-year terms. They are Robert H. Jamison, an attorney, and Joseph M. Gallagher, secretary to Congressman Michael A. Feighan, who represents the 20th Congressional District in Cleveland.

Administrators have announced that 586 children have been unable to get into packed kindergartens in the school system and have been placed on waiting lists this semester.

#### THE BLEACHERS ARRIVED ON TIME

Grant Falmlen, president of the Grand Island, Neb., board of education is a man of action. Bleachers to seat 1200 persons, which had been ordered for the municipal airport gymnasium, were supposed to have arrived on a certain Tuesday in December last. On Friday they still were missing.

Grand Island officials, who wanted the bleachers in time for the Grand Island-Lincoln high school basketball game Saturday night, made frantic telephone calls. The shipment was located

at Wichita, Kans., where it seems the two drivers were taking time out.

Mr. Falmlen called the Wichita police, asking them to hold the truck until he arrived. He then chartered a plane for Wichita, located the truck and drivers, and got behind the wheel of the truck himself.

At 7 o'clock the next Saturday morning Falmlen was in Grand Island with the bleachers; by Saturday night they had been installed, and the big game of the year was saved.

► B. W. WHORTON has been elected president of the board at LaGrange, Ga.

► Ed S. Cook has been re-elected president of the board at Atlanta, Ga. DEVEREAUX MCCLATCHY has been re-named vice-president; and MISS LOUISE SIMPSON, secretary.

► IRA WILLIAMS has been elected president of the school board at Oklahoma City, Okla.

► ROBERT D. NEELY has been re-elected president of the school board at Omaha, Neb.

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## Personal News

### H. R. KURTH HONORED AS LEADER IN MINNESOTA

In recognition of his long-continued contribution to the upbuilding of the state of Minnesota, H. R. Kurth, of Hutchinson, president of the Minnesota School Board Association, on February 6 was presented with the Minneapolis Star-Tribune award for leadership in the state. The presentation was made at the annual convention of the Minnesota School Board Association in Minneapolis. The award consists of a watch pendant inscribed with the words, "For leadership in Minnesota," and a framed certificate which reads:

"In Recognition of Leadership in Minnesota.

"Whereas H. R. Kurth as president of the Minnesota State School Board Association, has given service to the state which has added to this state's supremacy as a place in which to live and work, has brought additional respect to his organization, and has enhanced his own prestige as a citizen, the Minneapolis Star and Tribune present to him this leadership award."

### NEWS OF SCHOOL OFFICIALS

► GUSTAVUS ALLBEE, a former member of the school board of Muscatine, Iowa, died at his home on December 27, after a long life devoted to public service. He was a member of the board of education for 18 years, was county relief administrator for 6 years, and during World War II served as legal adviser to the selective service board of the county. He had won honors in his chosen profession, was a leader in various community enterprises, and gave liberally of his services in community betterment.

► AL P. MATTIER, formerly business manager of the Compton, Calif., schools, has resigned to become a representative of the Acacia Mutual Life Insurance Company. He will continue to make his home in Compton.

► WILLIAM HUME has been re-elected president of the school board at Nashville, Tenn.

► WALTER H. BIGELOW has been re-elected president of the board at La Crosse, Wis.

► EDGAR ARTHUR has been elected president of the school board at Beaumont, Tex., to succeed Lee O. Smith. Mrs. J. P. VICKERS has been renamed as secretary.

► CHARLES CUNNINGHAM has been elected president of the school board at Bloomington, Ill. A. R. EVANS was elected as secretary, and Miss MATTIE BISHOP was named assistant secretary.

► R. E. JACOBS has been elected president of the Caddo parish school board at New Orleans, La.

► The school board at Meriden, Conn., has reorganized with JOHN D. SHAW as president; DR. JOHN E. STODDARD as vice-president; and Mrs. MARGARET L. GEARING as secretary.

► Mrs. IRMA L. WOOD has been elected secretary of the board at Gardner, Mass.

► WILFRED MESSIER has been elected president of the school board at Chicopee, Mass.

► The school board at Taunton, Mass., has reorganized with WENDELL A. MOWRY as president, and FRANCIS J. SULLIVAN as secretary.

► PETER E. McHUGH has been elected president of the school board at Woburn, Mass.

► DR. HAROLD E. PERKINSON has been elected president of the school board at Waterbury, Conn.

► LEWIS FOX has been elected president of the school board at Hartford, Conn. Mrs. MAY P. FERGUSON was named vice-president.

► The school board at Beverly, Mass., has reorganized with RUSSELL P. BROWN as president; RICHARD Y. GRANT as vice-president; and ELLIS PURINTON as secretary.

► ROY S. RICKETTS has been elected comptroller for the board of education at Peoria, Ill. He succeeds Carl E. Woerner.

► THOMAS E. McKNIGHT, a former member of the school board of East Aurora, Ill., died in a hospital on January 6. He had been a member of the board for 27 years until his retirement in April, 1947.

► D. B. SPRAGENS has been elected president of the board at Lebanon, Ky.

► IRA W. SCHMIDT, formerly president of the board of education of Dist. 102, LaGrange, Ill., has resigned for the reason that he is leaving the city.

► G. E. VAN NESS has been elected president of the board of trustees of the Phoenix Elementary School Dist. No. 1 in Phoenix, Ariz. Other members are J. EARL STOWE, clerk, and Mrs. FAITH NORTH.

► ELBERT JOHN SCOTT, of Lawson, Mo., has accepted the position of business manager of the school board at Quincy, Ill. He succeeds Charles E. Lane, who has retired from schoolwork.

► DAVID EDWARDS, a member of the school board at Ames, Iowa, died at his home on January 25, of a heart ailment. He had completed his sixth 3-year term as a member of the board.

► ELDOR MOEDE, of Wittenberg, Wis., has accepted the superintendency at Oconto Falls, where he succeeds Arthur A. Minar.

► SUPT. W. M. RICHARDS, of Emporia, Kans., has been re-elected for another year.

► SUPT. ROSE, of Midwest City, Okla., has been re-elected for another year, the term to expire in June, 1949.

► Two new specialists have been added to the field of elementary education in the U. S. Office of Education. Mrs. EDNA BOYD, of Greencastle, Ind., has been appointed assistant specialist in history. Miss ELSA SCHNEIDER, of Calumet City, Ill., has been named assistant specialist in health and physical education.

► SUPT. LAWRENCE DERTHICK, of Chattanooga, Tenn., has been given a leave of absence to accept a position as chief of education under the Office of Military Government in Berlin, Germany. CREED BATES will serve as acting superintendent during Mr. Dertick's absence.

► GLENN T. WILSON, superintendent of schools at Greeley, Colo., has resigned, to become commissioner of Colorado High School Activities Association.

► SUPT. J. A. GIBSON, of Childress, Tex., has been re-elected for another two-year term.

► SUPT. WALTON HINDS, of Galena Park, Tex., has been re-elected for a three-year term.

► The U. S. Office of Education has announced the appointment of JENNINGS B. SANDERS as specialist in history, and OTIS W. FREEMAN as specialist in geography for the Higher Education Division. These specialists will engage in research connected with the American Democracy Program and will be available for advisory and counseling service on problems related to instructional procedures and curriculum revision.

► SUPT. H. S. BERGER, of Deadwood, S. Dak., has been re-elected for a new three-year term, with a substantial increase in salary.

► DR. GEORGE F. CASSELL, assistant superintendent of schools in charge of high schools in Chicago, has been promoted to the newly created post of first assistant superintendent, at \$16,500. Following the resignation of Superintendent Johnson, he was acting superintendent.

## SAN DIEGO CITY SCHOOLS ACHIEVE EQUIPMENT GOAL

(Concluded from page 51)

every school: Yes (72 portable machines in 66 schools)

2. A 16mm. arc projector in every large auditorium: Yes

3. A 2 by 2 and film strip machine in every school: Yes

4. Adequate screens in every building: Yes

5. Standard lantern slide projector in every school: Yes

6. 3—1/3—72 R.P.M. playback machine: partial (45 machines for 66 schools)

Although this distribution still falls short of the projector-pupil ratio recommended by the DVI, it is a definite step in that direction. The present ratio of one projector per 700 students will be further reduced when the second stage of the equipment acquisition program is achieved. Additional lightweight projectors will be purchased and distributed to schools on the basis of one added projector for each 300 pupils over the first 500 in a school. Eventually each school will have a standard 20-watt sound projector and additional classroom-type projectors, depending upon the size of the school. Such a program will require approximately 30 additional machines. Three years should see this objective completed and the normal replacement program continued.

At present more than 2000 separate cans of film are sent out of the department each month. Although some films are shown many times a month, and others only occasionally, the total distribution will average a monthly turnover of 100 per cent.

Increased utilization resulting from a better supply of projectors means that an ever expanding film budget must be planned. San Diego now spends approximately \$1.50 per year for audio-visual services for each student enrolled. It is the opinion of this department that no school dollar yields more service to the teacher, pupil, and community than the audio-visual allotment.

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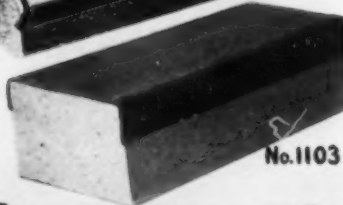
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# School Lighting Standards: A Comment

Willard Allphin<sup>1</sup>

The editorial, "Schoolroom Lighting Standards," in the December issue of the JOURNAL, is a little hard on illuminating engineers. It compares the forthcoming American Standard Practice of School Lighting with the lighting recommendations of the National Council on Schoolhouse Construction to the disadvantage of the former and goes on to say, "The engineers would raise the minimum lighting of classrooms from 20 to 30 foot-candles and would do so without proper regard for other conditions contributory to eye comfort." Since the Standard Practice has not yet received final approval at the time of this writing, it will be discussed on the assumption that there will be no further changes.

Let's compare the IES sponsored work with that of the National Council in regard to foot-candles and quality considerations. The Standard Practice says, "Lighting Levels at the Work (maintained in service), Current Recommended Practice, Classrooms—on desks and chalkboards, 30 foot-candles." The National Council says, "For tasks common to schoolrooms, intensities of from 20 to 40 footcandles are practically available today and

TABLE I. Recommended Reflectivities

	<i>Illuminating Engineering Society</i>	<i>National Council on Schoolhouse Construction</i>
Ceiling .....	80 to 85%	85%
Walls .....	50 to 60%*	50%**
Door .....		40%**
Floor .....	15 to 30%	30 to 40%
Desk tops .....	35 to 50%	30 to 40%

\*May be 70% where good brightness ratios are used.  
\*\*Entire wall may be 60% where maintenance conditions permit.

are considered to satisfy visual requirements in a balanced-brightness environment."

Table I compares reflectivities and Table II brightness ratios as recommended in the two "codes." It will be evident on comparison that the American Standard Practice is at least as sound and strong as the National Council Recommendations. Then, as the late George M. Cohan used to say in "The Tavern," "What's all the shootin' for?"

It really comes down to this: The American Standard Practice begins with the School Lighting Committee of the Illuminating Engineering Society. This is composed of engineers, architects, and educators with experience in the school lighting field. After many months of study, discussion, and writing a revision of the previous practice is submitted to the IES Council.

The current revision was returned to the Committee for further revision and then re-submitted to the Council. It must then go for approval to the American Standards Association, which represents an organization of engineers, architects, doctors, public health officials, educators, and federal departments in matters of standardization. Only after

TABLE II. Brightnesses

<i>Illuminating Engineering Society</i>	<i>National Council on Schoolhouse Construction</i>
<i>Limiting Brightness Ratios Recommended in Schoolrooms</i>	<i>Recommended Brightness— Differences</i>
d) In no cases should the ratios in a, b, and c be interpreted so as to permit more than a 30 to 1 ratio of brightness in any normal field of view.	The brightness difference in the surrounding field should not exceed 50 to 1 between the brightest and darkest surfaces as follows:
a) Between parts of immediate central visual area such as book and desk, 3 to 1.	a) The brightness of any surface in this field should not be more than 10 times that of the task.
See d, above	b) The brightness of any surface in this field should not be less than one fifth that of the task.
	The brightness difference in the peripheral field should not exceed 250 to 1 between the brightest and darkest surfaces as follows:
c) Between the luminaire or the sky (if visible) and the ceiling or wall adjacent to it in the visual field, 20 to 1.	a) The brightness of any surface in this field should not be more than 50 times that of the task.
b) Between the task and more remote parts in the general field of view such as between book and ceiling; walls or out-of-door objects.	b) The brightness of any surface in this field should not be less than one fifth that of the task.

running this gauntlet can the material be published as an "American Standard Practice." Thus, it cannot be written by any one man alone, nor can it satisfy every committee member in every detail. Nevertheless, not all compromises are bad ones, and it does represent "a meeting of minds."

On the other hand, if we may judge by the remarks made in presenting it, the National Council Recommendations were written by one man, who was formerly a member of the IES Committee. He resigned in June, 1946, and many of the features he objected to in the Standard Practice under discussion at that time disappeared in later revisions. It is natural that two people would not state the same things in just the same way and still more natural that an individually written work would differ from a group written one. Judging from the published proceedings, the single author was fortunate in having his recommendations accepted in toto.

Although they differ in style and minor details, it is evident that both sets of recommendations are the same in essentials, and that both will lead toward the goal of an improved visual environment for our school children.

And now, Mr. Editor, the last sentence in the editorial was, "The latest IES proposals cannot be defended." I submit that no defense is necessary since the proposals represent good current thinking and do not differ materially from those of the National Council on Schoolhouse Construction.

<sup>1</sup>Engineer, Sylvania Electric Products, Inc., Salem, Mass.

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*Al Esper*

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\*Webster's Dictionary definition of word "Bonus"—"Something given in addition to what is usual or strictly due."

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"We have found our Fords the most economical, dependable school bus chassis in our fleet."

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Department of Superintendents,  
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"In the opinion of our school administration and our drivers, our four Ford School Buses are unexcelled for maneuverability, low cost of operation and safety."

—Warren E. Graveslock, Vice-Principal,  
Washington Union High School,  
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**ADMINISTRATORS** and other school officials are assured of our co-operation in their efforts to maintain schools at the highest possible level. Our members, located in all parts of the country, are ever trying to find good teachers for you.

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**CONNECTICUT**  
Cary Teachers' Agency, Hartford 3  
**DISTRICT OF COLUMBIA**  
Adams Teachers' Agency, Washington

**ILLINOIS**  
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Clark-Brewer Teachers' Agency, Chicago 4  
Fisk Teachers' Agency & American College Bureau, Chicago 4  
Hughes Teachers' Agency, Chicago 4  
Illiana Teachers' Agency, Champaign  
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Edward Teachers' Agency, Sioux City  
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**MINNESOTA**  
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Educational Service Bureau, Minneapolis  
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Schummers School Service, Minneapolis  
Western Teachers' Exchange, Minneapolis 2

**MISSOURI**  
Clark-Brewer Teachers' Agency, Kansas City 6  
Specialists' Educational Bureau, St. Louis 3  
Wood Teachers' Agency, Kansas City 6

**MONTANA**  
E. L. Huff Teachers' Agency, Missoula

**NEBRASKA**  
Davis School Service, Lincoln

**NEW YORK**  
Allied Teachers' Agency, New York  
American & Foreign Teachers' Agency, New York 17  
The Associated Teachers' Agency, New York 18  
Bardeen-Union Teachers' Agency, Syracuse 2  
Clark-Brewer Teachers' Agency, New York 10  
Co-operative Teachers' Agency, Buffalo 2

**NEW YORK**  
Eastern Teachers' Agency, Rockville Centre  
Educational Placements, New York 18  
Interstate Teachers' Agency, Rochester 4  
Kellogg Teachers' Agency, New York 3  
Pratt Teachers' Agency, New York 18  
Private School & College Bureau, New York 17  
Schmerhorn Teachers' Agency, New York 1

**NORTH DAKOTA**  
Love Teachers' Agency, Fargo  
Midwest Teachers' Service, Grand Forks

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Southern Teachers' Agency, Columbia  
**SOUTH DAKOTA**  
National Teachers' Exchange, Sioux Falls

**TENNESSEE**  
College & Specialist Bureau, Memphis 3  
National Teacher Placement Service, Chattanooga 2  
Southern Teachers' Agency, Chattanooga 8

**UTAH**  
Yergensen Teachers' Agency, Salt Lake City

**VIRGINIA**  
Southern Teachers' Agency, Richmond  
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Clark-Brewer Teachers' Agency, Spokane 8

**WESTMORE**  
Westmore Teachers' Agency, Spokane 8  
**WISCONSIN**  
Parker Teachers' Agency, Madison 3

mine otherwise. Under the plan, \$65 per month, or \$2.80 a day, and 35 cents an hour will be paid in addition to the basic wage or salary of classified employees, employed on a monthly, per diem, or hourly basis. Similarly, \$65 per month and \$32.50 a month respectively, in addition to the basic wage or salary, will be paid professional employees employed on a full-time or half-time basis.

► Iron River, Mich. Teacher applicants, both men and women, holding degrees, have been assured a minimum salary of \$2,400 per year, as recommended by the State Department of Education. Present teachers without degrees will be permitted to retain their positions provided suitable qualified candidates are not available.

► Atlanta, Ga. The school board has made provision in its 1948 budget for a 7½ per cent bonus, to be paid to 2000 school employees. The bonus parallels one voted for nonschool workers.

► Beatrice, Neb. The school board has approved a cost-of-living bonus of \$13.50 per month for teachers and other school employees receiving annual salaries of \$1,800 or more. The cost will reach \$21,500.

► Madison, Wis. The school board has adopted a new policy, calling for immediate salary increases for all teachers completing advanced training in summer schools. The salary increases will be subject to the superintendent's approval.

► Sheboygan, Wis. The school board has approved increases of \$200, effective from January, 1948, for all professional employees. The maximum salary of senior high school principals has been raised to \$6,200, of vice-principals to \$4,500, of junior high school principals to \$4,800. Assistant junior high school principals will be raised \$200 above the schedule, and elementary principals \$300 above the schedule.

► Lynn, Mass. The 1948 budget of the school board provides \$200 increases in salary for all permanent school employees and provision for an athletic program in the vocational high school.

► New Milford, Conn. The school board has decided to place a new salary schedule in operation for the 1948-49 school year. Teachers in elementary schools without normal school training now in service will receive a maximum of \$2,200; those with two years' training, \$2,700; and those with three years' training, \$3,100. Teachers' college graduates will start at \$2,100, with increments of \$150 up to \$2,700, followed by increments of \$100 up to \$3,500; teachers with a master's degree will be paid a maximum of \$3,700.

In the junior and senior high schools, teachers' college graduates start at \$2,200, with increments of \$150 up to \$2,800, followed by increments of \$100 to a maximum of \$3,600; the maximum for teachers with a master's degree is \$3,800.

► East Aurora, Ill. The school board has approved a cost-of-living adjustment of \$200 for teachers for the balance of the school year. The payment will amount to \$25 per month for the period up to September, 1948. The Aurora Teachers' Association had previously requested a \$300 adjustment.

► Stevens Point, Wis. The school board has adopted a revised salary schedule for teachers, to become effective in September, 1948. The schedule provides a minimum of \$2,000 and a maximum of \$3,100 for teachers with a bachelor's degree, and \$2,300 and \$3,200 for those with a master's degree. An additional \$300 is allowed for men teachers in both groups. The schedule includes a \$20 per month or \$240 per year cost-of-living bonus.

► Plymouth, Wis. The school board has adopted a new policy giving a cost-of-living bonus of \$109 to all teachers. The bonus will be paid from a fund of \$3,954 which the schools will receive in March from Sheboygan County. The money represents 50 per cent of excess tuition over the state allowance per pupil which the county board had ordered paid to individual schools.

## National Association of Teachers Agencies

President.....S. J. Hansen  
Minneapolis, Minn.

Vice-President.....James O'Malley  
Champaign Ill.



Secy-Treas.....Hoyt S. Armstrong  
Rochester, N. Y.

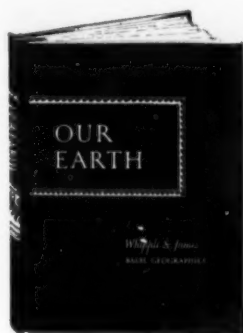
Chr. Pub. Com.....H. L. Forbes  
Columbia, S. C.

### Teachers' Salaries

► New York, N. Y. A new state handbook on the operation of the Feinburg salary law for teachers indicates that the boards of education may carry out their purpose of broadly interpreting the superior merit phases of the law. Drawn up by a special Advisory Committee on Teachers, the regulations leave to each local board wide powers of discretion in carrying out the law. Most significant is a paragraph authorizing local boards to select any one or more of the four areas of exceptional service laid down in the law as a means of judging qualifications for promotional increments. One of these is continued approved study by a teacher beyond that required for eligibility purposes.

► More and better teachers for colleges and universities through increased salaries and an expanded program of preparation to teach were recommended on January 25 by President Truman's Commission on Higher Education. In its report the Commission said that if quantitative and qualitative demands are to be met, immediate steps must be taken to (1) give better preparation to larger numbers of faculty members, (2) improve the present methods of recruitment, selection, and placement of faculty personnel; (3) develop and expand in-service education programs, and (4) enhance the working conditions of all who carry the responsibility for post-high school education.

► Wauwatosa, Wis. The school board has approved temporary cost-of-living adjustments, to be paid during an indefinite period from January 1, 1948, and until the board shall deter-



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### New Books

#### The Improvement of Reading

Third edition. By Arthur I. Gates. Cloth, 655 pp., \$4.25. The Macmillan Company, New York, N. Y.

This book made its first appearance in 1927. Since then, two more editions have been issued. It presents a program of diagnostic and remedial methods and summarizes the author's latest researches in developing remedial reading programs.

The author devotes attention to all phases of the teaching of reading, the difficulties encountered by the instructor, the nature and development of reading abilities, of testing and diagnosis, and a survey of vision, hearing, and other factors which influence reading. He also analyzes the techniques to be employed in acquiring a reading vocabulary, and instruction for the extreme disabilities and varied types of handicapped pupils.

#### Old World Lands

By Harlan H. Barrows, Edith Putnam Parker, and Warren Woodrow Sorensen. Cloth, 344 pp., \$2.88. Silver, Burdett & Co., New York, N. Y.

This volume is the third of a series of three geographic supplementary readers. The text deals with Europe, Asia, Africa, Australia, and Latin America.

The authors have not only brought forth a rich fund of information but have also provided ample illustrational material rare and interesting. The British, French, and Russian lands are described. The several countries of Europe are portrayed, and China, Japan, Korea, and the Pacific Islands are dealt with. The so-called bridgelands including Turkey, Egypt, Palestine, Iraq, Syria, Lebanon, Iran, Afghanistan, and Sauria-Arabia come in for adequate attention.

The first of the series is entitled "Our Big World," while the second concerns itself with "The American Continent." Thus, the third volume becomes a fitting companion to the two present books. The series is well supplied with maps and illustrations.

#### Citizens Look at Education

Paper, 12 pp. Published by U. S. Office of Education, Washington, D. C.

A progress report by the Citizens Federal Committee on Education for the year 1947-48. Emphasizes teachers' salaries during the postwar inflation, the teacher shortage, and the need for new teachers.

#### Workbook in General Mathematics

By Raleigh Schorling, John R. Clark, and Francis G. Lankford, Jr. Paper, 160 pp. World Book Company, Yonkers-on-Hudson, N. Y.

This basic work for high schools is intended to supply the needs of students who are not preparing for college but who need a rather complete repetition of fundamentals and a general review of mathematics socially valuable for the individual in home living, consumer contacts, and occupational relations. Simple principles of algebra and geometry are included with the most practical types of applications.

#### Mechanical Drafting Essentials

By Walter E. Farnham and Francis T. McCabe. Paper, 194 pp. Prentice-Hall, Inc., New York 11, N. Y.

This combined text and workbook emphasizes shape and size description and takes up structural and pictorial drawing, all for the man who is to enter some branch of the machine building trades. The emphasis is upon quick reading and interpretation of drawings and on sketching. A complete review in the form of a series of blueprints, lists of terms, lettering plates, and tables of standard fittings, etc., round out a very practical course.

#### Arithmetic: Grade Eight

By Clifford B. Upton and Kenneth G. Fuller. Cloth, 360 pp. American Book Company, New York, N. Y.

This eighth year's work divides itself into (1) life uses of arithmetic for solving business problems in percentages; interest and discount as used in banking and in bonds, savings, and loans; the special problems of insurance, taxes, and social security; (2) transitional principles of geometry and measurement; (3) the simpler methods and principles of algebra and the use of formulas. Abundant drill and test material are provided, and complete accuracy in the fundamental operations is sought.

#### Discovering Our World

Book III for grade six. By Wilbur L. Beauchamp, Mary M. Williams, and Glenn O. Blough. Cloth, 304 pp., \$1.64. Scott, Foresman & Co., Chicago, Ill.

This sixth-grade science reader has two strong points to attract children. The ten units describe in simple form

the natural phenomena of sound, electricity, light, flying, the planets, living beings, etc. Each unit includes simple problems and experiments that the children can perform with commonly accessible materials. The full color illustrations are particularly effective.

#### Laboratory Chemistry Workbook

By William E. Price. Paper, 133 pp. World Book Company, Yonkers-on-Hudson, N. Y.

This high school course can be used in connection with any basic text.

#### Statistics of State Progress in Public Education

Bulletin No. 4, December, 1947. Published by the Research Division of the National Education Association, Washington 6, D. C.

The present bulletin, which provides facts and figures about the status progress in public education, includes items of information and interpretations especially useful to school officials in every state concerned with the welfare of the schools. The pamphlet takes up rising costs of education, increased enrollments of children of school age, expenditures for elementary and secondary education, capital outlay expenditures per pupil, tax revenues for education, federal aid to education, expenditures by state governments, ability and effort to finance education, and school buildings, sites, and equipment.

#### Fiscal Policy for Public Education in the

##### State of New York

Paper, 112 pp., 50 cents. Published by the New York State Teachers' Association, 152 Washington Ave., Albany 6, N. Y.

This study directed by Dr. Paul R. Mort, outlines the present problems of equalization, the strengthening of local taxing power, and a broad tax base for the state support of schools. It urges a wide variety of nonproperty taxes to supplement and, to a certain extent, replace the present system of property taxation by excise and income taxes.

#### We Live and Grow

Successful Living Series. By Seward E. Daw, Jessie F. McKee, and Edna M. Aldredge. Cloth, 155 pp., \$1.28. Beckley-Cardy Co., Chicago, Ill.

This first reader develops life experiences of present interest to boys and girls, and of future value in adult life. The vocabulary includes three hundred words not used in the primer of the series.

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### Publications for School Business Executives

#### Purchasing

By Stuart F. Heinritz. Cloth, xvi-571 pp., \$5. Prentice-Hall, Inc., New York, N. Y.

The strides made by industrial corporations in organizing and standardizing their buying operations is reflected in this book. Buying is slowly gathering what schoolmen would call a philosophy—a set of basic management principles and techniques which have been found to be practically efficient and morally sound for achieving the purposes of business and industrial corporations. The author defines the purchasing responsibility as *buying materials of the right quality, in the right quantity, at the right time, at the right price, from the right source.* He takes up in great detail (1) the organization and general principles of administering a purchasing office; (2) the fundamental principles of buying for securing right quality, standardization, specifications, quality control by

inspection, etc.; (3) purchasing procedures; (4) the policies and policy making of a purchasing department. The approach throughout the book is general and practical and insists upon complete integrity in both the single transactions and the over-all policies.

Purchasing in school systems has not the economic significance in the total picture of a city school system which it has in an industrial corporation. It is no less important, however, for the simple fact that it has important educational and social significance. Buildings, furniture, equipment, supplies, and books all contribute to the effectiveness of the instructional program; they may act as a straight jacket if unsuited in design and quality or they may stimulate teaching and vastly improve the learning of children. The purchasing agent of a school system is hedged in by the laws under which the schools operate. The public character of the schools, as well as of his job, necessitates certain precautions and imposes a lack of freedom. Essentially, however, the job of the private buying executive and of the public school purchaser are the same. The school executive who reads this book can readily discover in the interesting chapters of the work those principles and techniques which apply especially to his work.

#### Tax Rates in American Cities

Collected by the Bureau of Governmental Research in Detroit, Mich. In *Municipal Review*, January, 1948, New York, N. Y.

This valuable annual compilation includes the school taxes levied in the American cities of 30,000 population and upward.

#### Salaries of Employees in Operation and Maintenance in 133 School Systems

Paper, 46 pp., 50 cents. Published by the Research Division, National Education Association, 1201 Sixteenth St., N.W., Washington 6, D. C.

This circular presents the second report in a series on current salaries paid to school employees and consists of information obtained from a questionnaire sent out in the fall of 1946. The first section offers a general discussion of the contents, and the second section gives a selected list of references and seven detailed tables regarding the individual cities reporting. Of the Group I cities reporting, 14 or 37.8 per cent reported that school building employees are paid according to a definite salary schedule. In Group II cities, 54 or 56.3 per cent reported regular salary schedules. In Group I cities, 23 or 62.2 per cent are using a flat-rate scale instead of a definite schedule in paying school building employees. Flat rates are being used in 42 or 43.7 per cent of the Group II cities, as against 60.3 per cent in 1942-43. The report brings out the fact that there is need for a standardization of the terms used in classifying school building employees not only as a basis for comparisons, but also as a help to school administrative officers in grading employees for salary purposes.

The report indicates that in Group I cities the median wage of employees engaged in cleaning and caring for buildings is \$1,895, and in Group II cities is \$1,911. In Group I cities engineers engaged in heating and ventilating buildings receive a median salary of \$2,511, and in Group II cities, \$2,279. Employees who work both at cleaning and heating buildings in Group I cities received a median of \$2,240, and in Group II cities, \$2,125. In Group I cities, employees who work on the repair and improvement of school buildings (mechanics) receive \$2,935, and in Group II cities, \$2,465.

The report also includes building employees not included in the foregoing classifications. In Group I these receive a median salary of \$2,018, and in Group II cities, \$2,205. The report includes information concerning architects, draftsmen, and superintendents of construction, in addition to those mentioned previously.

#### The Disposition of School Bond Issues and Special School Levies in Ohio, December, 1947

Compiled by John H. Herrick. Paper, 29 pp. Published by the Survey Division of Ohio State University, Columbus 10, Ohio.

The twentieth annual study of the Research Division for December, 1947, which presents the results of school-bond elections and special levies during the period from January 1 through November 4, 1947. The study showed that 161 bond issues were submitted, of which 121 were carried by the voters. The bond issues carried amounted to \$37,023,000, or 79.0 per cent. Of the total number, 26 were in cities, with 15 issues carried, amounting to \$22,420,000.

#### The Sanitation Manual

Paper, 72 pp., \$2. New York Restaurant Association, 369 Lexington Ave., New York 17, N. Y.

This booklet has been prepared by two food sanitation consultants and while it is addressed particularly to the managers of commercial restaurants, the basic principles presented, as well as the practical recommendations, apply quite thoroughly to school and college food departments. The booklet will be found helpful for developing local school methods of cafeteria inspection, standards of construction and equipment, and improved methods of sanitary maintenance. The booklet belongs in every school-business manager's office.

#### New York State Aid Facts, 1948

Paper, 2 pp. Bulletin No. 6, January, 1948. Published by the New York State Teachers' Association, Albany 6, N. Y.

The report shows that state aid for schools rose from \$124,000,000 in 1939 to \$140,000,000 in New York State in 1947. This is an increase of 13 per cent as compared with over a 100 per cent increase in income, state revenues, and the state purposes budget. State aid in the state, however, has not kept pace with state aid in the nation at large. While New York State has the highest income for schools of all the states, it is low in effort and in per cent of state aid, and is falling behind in support of schools. The amount of state aid per pupil is much lower than it is in less able states. If New York State would make any kind of a reasonable effort, it could rank first in state support of schools. Based on income, its school support would be 20 per cent higher. The burden of state collected taxes in New York State is 10 per cent below the U. S. average.

# DO YOUR TEACHERS EAT FOR THEIR STUDENTS?



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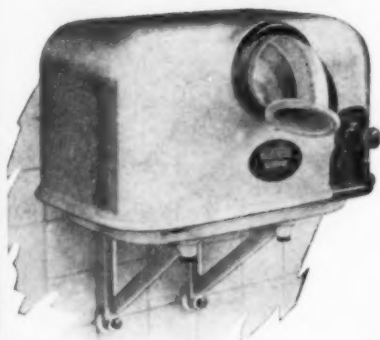
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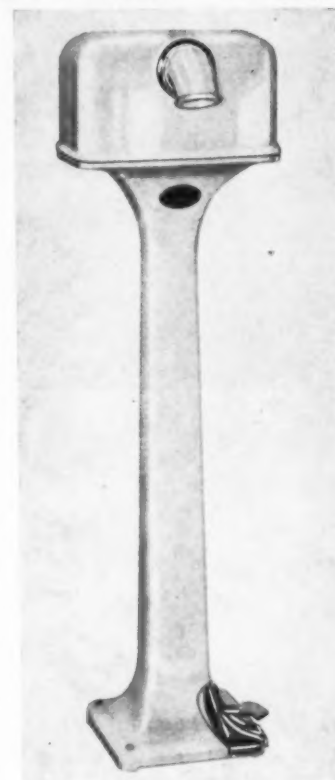
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## School Administration News

► Ottawa, Kans. The public schools are co-operating with the State Board of Health in an experiment to determine the effects of fluorine on tooth decay. The 1947 examinations which followed those of 1946, conducted by the Department of Dental Hygiene, were utilized in perfecting the data obtained the previous year. The municipal water plant added fluorine to the water supply more than a year ago, and the Health Board is making resurveys to determine its effects on the teeth of school children.

► The junior and senior high schools of Ottawa, Kans., recently held a "personality clinic," for the benefit of the students and school patrons. The clinic, which was in charge of Dr. Raymond A. Schwengler, of the State University, included both lectures and conferences. So great were the demands for conferences that Dr. Schwengler is giving another full day to them this spring. The board has supported the clinic financially and has received enthusiastic praise from the citizens at large.

► Dr. Shirley Cooper, of the National Education Association, speaking at the educational conference on January 28, in Madison, Wis., told the State Education Commission that reorganization of school districts into more efficient units is the biggest job facing the people of every state in the educational field. Dr. Cooper suggested a seven-point program which he said must be considered if any organization of an educational system is to be effective. He suggested:

1. That consideration be given to the natural community as a school unit rather than the county.

2. That better teachers be acquired in the small communities and paid on the same basis as teachers in the big cities, plus job security through tenure.

3. That supervision of health services be on a county basis since small districts would not afford such services.

4. That each county have a supervisor of instruction to keep teachers up to date and well trained.

5. That a school building program be initiated with thought given to less permanent buildings which could be changed to meet changing needs.

6. That the state department of education be strengthened to take the leadership in education.

7. That an adult education program be instituted for those long out of school.

► Torrance, Calif. At an election held on January 9, the State Board of Education approved a petition of 2200 voters to hold an election for the formation of a new high school district. Approval of the proposition by the voters will result in a unification of the Torrance city schools under one board of education and administration. This is the final step in a movement of the citizens to gain complete control of the schools.

► Centralia, Ill. The teachers in the local schools have used a movie, "Bringing the World to the Classroom" as part of a program to make further use of motion pictures in teaching. The city schools own a fine film library which is in regular use by the seven schools.

► Somerville, Mass. Supt. Everett W. Ireland, in his annual report to the school board, has presented an 8-point program, calling for replacement of buildings, erection of a new stadium, a reading disability clinic, revised medical inspection program, and the establishment of a single-salary schedule. He has also proposed the re-establishment of the summer schools. Mr. Ireland points out that the postwar educational plan of the schools calls for a broad and balanced program for all youth, regardless of sex, economic status, or race.

► The need for educational facilities for primary school-age children in Virginia will rise steadily during the next six years, according to a report on a study made by John L. Lancaster, of the University of Virginia Bureau of Population, at the request of the state superintendent. Mr. Lancaster predicted that by the school year 1952, classrooms and teachers will be needed for 332,684 primary children, nearly a third more than before the war. By 1948-49, the pressure in primary grades, due to the war and postwar birth rates, will begin to be noticed when 10,000 children will reach school age.

► The board of education of Dubuque, Iowa, has been informed that boys in the carpentry class of the high school have gained practical experience in building a \$6,000 four-room house to relieve the housing shortage. At Boone, Iowa, school boys are aiding in the building of homes.

### MISSISSIPPI SCHOOL NEWS

W. G. Eckles, for 19 years a member of the State Department of Education of Mississippi and since October 1, 1948, a member of the State Department of Education of Maryland, and professor of school administration in the University of Maryland, passed away on January 27. Funeral rites were held in Sardis, Miss., January 31. He is survived by his wife and two daughters.

The Mississippi Education Association will hold its annual convention in the Heidelberg Hotel, March 17-19. The theme of the convention for this year is "Education — A Joint Responsibility." H. V. Cooper, Superintendent of Schools, Vicksburg, is president of the Association.

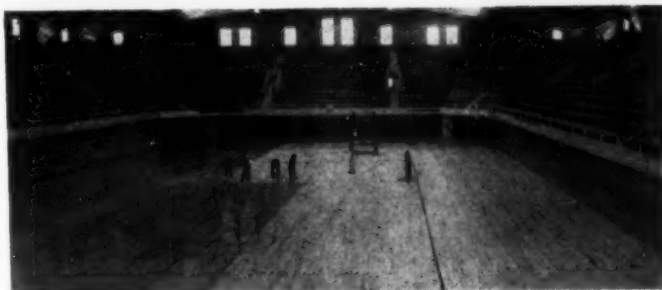
The Mississippi Legislature in its regular session in Jackson considered proposals submitted by the Mississippi Education Association asking for a biennial appropriation of \$37,500,000 for the support of the common schools.

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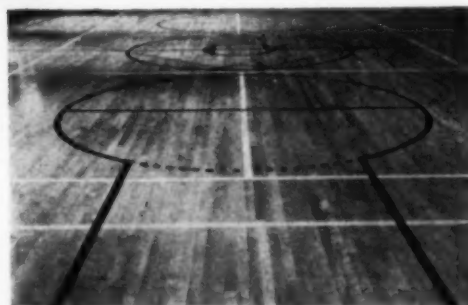


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## School Finance and Taxation

### NEW YORK CITY BUDGET PROVIDES FOR NEW MAJOR PROJECTS

The New York board of education has submitted a budget to the mayor, calling for a total of \$250,000,000 for 1948, which represents an increase of \$30,000,000 over the expenditures for 1947. Under the budget, the operating expenditures would amount to \$209,000,000. Another \$43,000,000 is necessary for debt service, teachers' retirement fund, school health program, and other items not directly under board auspices.

The budget includes increases for educational supplies and equipment, textbooks, library books, as well as visual and auditory aids.

### FINANCE AND TAXATION

► The Chicago board of education has voted a school budget of \$103,500,000, of which \$97,000,000 will be raised by local taxation. Tax warrants in the amount of \$30,500,000 to finance the schools until the taxes are collected, have been sold at 1.75 per cent interest. The budget includes substantial pay raises for the assistant superintendents and all principals. The total increase in the appropriations will be about 19 per cent and the school property tax will be raised 31.5 per cent.

► Logansport, Ind. The school board has invited a group of six representative citizens to meet with it to discuss the school budget in its entirety. The board is considering the expenditure of an estimated budget of \$632,000 for the 1948 school year. The committee will serve in an advisory capacity so that the board may receive the benefit of advice and counsel.

► Funds available from local taxes plus state aid for the schools of Iowa during the year 1948 will amount to \$82,891,790, or \$211.29 for each school child, according to the *Iowa Taxpayer*. The sum of \$211.29 for 1948 is an increase of \$95.59, or 82.61 per cent over the actual average per pupil cost of \$115.70 for each pupil in average daily attendance in the schools during the year ending June 30, 1944.

► Cincinnati, Ohio. The school board has approved a budget of \$11,266,302 for the school year 1948, which includes \$8,323,642 for professional service salaries, \$1,682,734 for civil service salaries, and \$1,259,926 for other expenses.

► Rockford, Ill. The school board has approved a budget of \$3,036,881 for the year 1948, which is an increase of \$462,000 over 1947. The total tax levy will reach the sum of \$2,394,356, of which \$159,170 will be extended on the tax rolls for the payment of educational and building fund bonds.

► Springfield, Mass. The 1948 budget of the school board calls for \$4,642,187, which is an increase of 12 per cent over 1947. It is possible that the budget will be reduced by the municipal government.

► Atlanta, Ga. The 1948 budget of the school board, calling for an outlay of \$7,275,326, carries a blanket 7½ per cent salary bonus for school employees. The budget earmarks \$4,739,216 for instruction service, and sets up \$762,417 for capital outlay.

► Lowell, Mass. The school board has adopted a budget of \$2,034,760 for 1948. Of the total, 90 per cent will be expended for salaries for the teaching and civil service departments, and \$228,830 for expenses and supplies.

► The Nebraska State Rural School Boards Association has approved a blanket tax plan designed to reduce school taxes in rural districts and to make those without schools pay a share in the cost of education. The plan, presented by Alfred V. Gabelman, of Madison, calls for a four-mill tax levy on all rural school districts in the state. All of the money would remain in the county where it is raised. Districts with six or more pupils would get back the taxes raised by the levy, to be used with additional tax money for the operation of schools. Districts with less than six pupils would be obliged to contract with neighboring districts for instruction on a cost-per-pupil basis.

► Boston, Mass. The school board has adopted a budget of \$21,477,946 for the year 1948-49, which is an increase of \$1,772,946 over the year 1947-48. The rise is in the total cost of operating expenses due to increases in salaries and the higher cost of school materials and equipment.

► Lynn, Mass. The school board has adopted a budget of \$2,404,136 in 1948, which calls for a tax rate of \$15.76, or an increase of \$1.92 over the 1947 estimate.

► Malden, Mass. The school board has adopted a budget of \$1,289,172 for the school year 1948, which is an increase of \$206,270 over 1947. The largest item is \$1,030,006 for instructional expenses, an increase of \$47,456 over last year.

► Hartford, Conn. The school board has prepared a budget calling for a total of \$5,156,433 in 1947-48. The budget asks for \$4,405,163 in city appropriations, \$619,000 which will accrue from state aid grant, and an additional appropriation of \$132,270 for fuel.

► Tulsa, Okla. The board of education has received a tax check of \$1,149,476 from Tulsa County, representing the schools' portion of the tax money collected in 1947 and a part of 1948.

► Bridgeport, Conn. The school board has adopted its 1948 budget, calling for a total of \$3,711,298. The new budget allows \$2,486,776 for teachers' and supervisors' salaries, but does not provide for additional graduated salary increases, as requested by the teachers' association.

► Carmi, Ill. The school board has received bids for the construction of a grade school, and two additions, to cost \$390,000.

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#### RELATIONS OF THE SCHOOL BOARD TO THE SCHOOL PERSONNEL

(Concluded from page 32)

that future misunderstanding may be avoided.

"Illinois School Law states, as a duty, that board members should visit and inspect the public schools as the good of the schools may require. It is suggested that each member of the board take the responsibility for one visit a year, and, if possible, arrange with the superintendent to accompany him in order that details of interest may be brought to the attention of the board member. It would be desirable that not more than two members make the visit at the same time.

"Board members are also strongly urged to do classroom visiting when possible. The purpose of this type of visiting would seem to be better accomplished by an individual, with or without the superintendent. This visit would be made for the purpose of learning more about the system and the teachers, and of fostering the spirit of friendliness that should exist between the teaching staff and the board. It is understood, however, that any suggestions or criticisms arising from this visit are to be taken up directly with the superintendent or the board, either in committee or as a whole; never should comments of such nature be made to the teacher.

"There will also be times when it will be very desirable for committees, such as the building committee, or the board as a whole, to make tours of inspection, usually with the superintendent, in order to be informed before making reports and recommendations to the board as a whole."

It is clear from the wording of the policy that the board members responsible for the adoption of the policy did not wish to be placed in the position of assuming functions which properly belong to the chief executive, the superintendent of schools. One can see in the statement the desire of the board members to have firsthand information and impressions of the operation of the schools. This desire could no doubt be best realized from occasional visits or trips with the superintendent through the schools. The only objection to such visits might be the suspicion aroused regarding the visitation of schools by board officials. Such a visitation would need to include all schools in order to avoid unfavorable comments. Even so, if the visit in one classroom were a little longer or shorter than the visit in another room, unfavorable comment would probably result and rumors started which might be detrimental to school morale. The better plan is for the superintendent to bring representative committees of personnel before the board to report on school activities. By this method and frequent reports of the superintendent, the board of education can be kept fully informed regarding the progress of the schools.

#### IMPROVED WORKING CONDITIONS

(Concluded from page 45)

dential basis. Special conference rooms are available where problems can be discussed. The counselors feel that their chief responsibility is to relieve tensions and keep morale high.

Modern industry points the way in giving

greater consideration to people during their working hours. What can be done to improve the working conditions of teachers? The following suggestions are offered:

1. Reduce class size to 25 children. Large classes tire teachers and give them a feeling of frustration because they are unable to do what they know should be done for children.
2. Provide teachers with midmorning and midafternoon relaxation periods. If no other way can be found to relieve teachers, let's have an old-fashioned recess period in our elementary schools; let teachers take turns doing playground supervision. This would relieve at least part of them. On the secondary level each teacher can be provided with at least one free period a day.
3. Provide adequate rest rooms with good books, games, magazines, and music.
4. Minimize noise in school buildings by acoustical treatment.
5. Make classrooms clean and attractive.
6. Provide classrooms with good lighting.
7. Praise teachers more for the good work they are doing.
8. Give teachers time for an adequate lunch period. This is most important. Assign qualified substitutes to look after the lunchroom and have a physical education teacher supervise the playground.
9. Promote better staff relationships through democratic administration.
10. Help teachers find desirable places to live.
11. Provide adequate sick leave.
12. Provide counseling services for teachers as well as children. Counselors could do much to help teachers relieve their tensions.

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#### A BOARD PRINTS ITS POLICIES

(Concluded from page 23)

7. Advertising and commercialism
8. Weekday religious education (released time)
9. Admission to kindergarten
10. Politics
11. Printing in the school shop
12. High school diplomas to veterans
13. Tuition
14. Release of teachers from contracts
15. Damage to school property
16. Insured vehicles for students who take school-sponsored trips

Some boards are extremely reluctant to put their policies in writing. This reluctance may be traced to one of two situations. First, many boards have found themselves the victims of an aggressive superintendent who, over the years, gradually has usurped the function of the board. He has become the ruler of the board instead of its chief executive officer. Several years of this may result in the election of a new board which has the difficult and unpleasant task of reclaiming its control of the school system. Such a board will almost inevitably fail to distinguish between the legislative and the administrative functions and, without realizing it, get into the field of school administration. It may become fearful that placing definite authority in written form into the hands of the superintendent is a surrender of control which has been won recently at great cost.

The second situation which causes boards to be reluctant to adopt policies in written form rather than by "loose understanding" is that to do so circumscribes them in the handling of problems as they arise. If a board wants to wobble, it will not want its policies in written form.

#### SALARY BY MERIT RATING

(Concluded from page 26)

merit rating schemes because the boards of education felt that some teachers were so good that they ought to be paid more than others. However, after a few years the people recognized the bad psychological effects upon all of their teachers. Tenseness in classrooms came of it; children were being driven too hard, not developed. More, the communities eventually demanded that all of the children be taught by teachers rated superior. The resultant pressure was irresistible. Theoretically the merit rating scale did not disappear, but actually all teachers, with the exception of a very few inferior ones, were finally rated superior, which meant, of course, abandonment of the scheme for all practical purposes. Merit rating was in practice abandoned, but before that happened much damage was done to children and to teachers. It would have been better for the boards to have thought past the apparent logical correctness of merit rating in salary scheduling to all of the evils which came in train. They should have recognized its psychological wrongness; they should have known that without fair scales rating is itself unfair; they should have foreseen the destruction of the team spirit in supervision and teaching; and they should have known that the community would reject it when it found that only a part of its children could be taught by superior rated teachers.

If they had assessed all of these effects, they probably wouldn't have started the horrible device in the first place.



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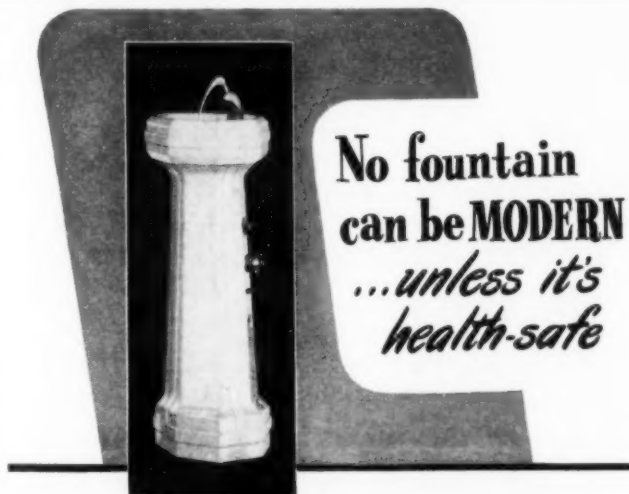
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## New Supplies and Equipment

### WEBER-COSTELLO ISSUES NEW CATALOG

Weber Costello Company have issued a new Catalog No. MG 48, describing its line of maps and globes for schools. The catalog suggests minimum map and globe requirements for elementary and high schools and tells how to use maps and globes in teaching.

*Weber Costello Co., Chicago Heights, Ill.*  
For brief reference use ASBJ-301.

### FOAMGLAS PIPE INSULATION

The Pittsburgh Corning Corporation has announced its new Foamglas insulation for use with hot and cold pipe lines, indoors and outdoors. The new insulation, of cellular glass construction, is an ideal pipe protector for processing industries where exact temperature control is required. Of true glass composition, the product retains its original insulating efficiency permanently. It is unaffected by humidity, is highly resistant to fumes, vapors, and acid atmosphere. Its outstanding quality is its resistance to fire, since it is noncombustible and acts as a fire retardant. It is waterproof and vaporproof, strong and light in weight, and easy to cut and fit.

*Pittsburgh Corning Corporation, Pittsburgh, Pa.*  
For brief reference use ASBJ-302.

### NEW HONEYWELL TEMPERATURE CONTROLLER

The Minneapolis-Honeywell Regulator Co., has announced its new modulating outside temperature controller, a device which regulates inside temperature in accordance with changes in outside weather conditions. Applicable to either hot water or steam heating plants, the new controller supplements the Weatherstat system now in wide use.

The system comprises a new outdoor unit, with a thermostatic control which is sensitive to slight changes in weather conditions. A control panel contains all adjustments for matching the heating system operation to the design temperature of the zone and the desired temperature level. A reset controller for setting the position of the pressure is either included in the panel or mounted separately near the modulating valves. The reset mechanism regulates the heat output to compensate for heat losses due to wind and sun effects. Night shutdown is a feature of the control panel.

*Minneapolis-Honeywell Regulator Co., Minneapolis, Minn.*

For brief reference use ASBJ-303.

### DEVRY ANNOUNCES NEW SOUND PROJECTOR

The DeVry Corporation has announced its new Bantam sound projector, which incorporates projection mechanism, sound head, amplifier, speaker, and screen—all in one small, compact case weighing less than 31 pounds.

The new projector is part of the DeVry Corporation's extensive program for making its 35th year one of maximum contribution to the progress of audio-visual education in classrooms. The Bantam has adequate illumination for large size pictures, its optical system insures maximum brilliance, and its condenser and fast projection lens reduce internal reflection and increase light transmission. Pictures projected with the new Bantam show added brilliance, clarity, and contrast. An efficient sound-filtering system eliminates flutter and "wows" and makes for lifelike sound reproduction. Its operation is simple—even the most inexperienced teacher or student can set up, thread film, and present pictures on the screen within three minutes.

*DeVry Corporation, 1111 Armitage Ave., Chicago 14, Ill.*

For brief reference use ASBJ-304.

### NEW ELECTRIC CARD STENCIL TYPEWRITER

The International Business Machines Corporation has announced its new electric card stencil

typewriter, the latest addition to its line of electric typewriters. The machine which has a carriage for holding and feeding card stencils, is provided with a frame for holding a backing strip or roll to protect the platen, as well as a separate record strip roll holder for keeping a carbon record of cut stencils. A carbon-faced backing roll may be used to facilitate the reading of the completed stencils.

The 12-in. machine accommodates stencils up to 4½ in. in width, and stencils 2 in. (five lines) or less may be typed on the upper margin; stencils more than 2 in. in depth can be typed on the lower 2-in. position of the stencil. The machine incorporates all of the advantages of the IBM electric typing used in the card stencil typewriter and an electric keyboard permits the preparation of stencils with a minimum of effort.

*International Business Machine Corporation, 55 Liberty St., New York, N. Y.*

For brief reference use ASBJ-305.

### REO'S TRIMALAWN POWER LAWN MOWER

Many exclusive advantages are claimed for the "Trimalawn" power lawn mower, a product of Reo Motors, Inc., of Lansing, Mich. This lawn mower is able to cut closer to hedges, trees, walls, and other barriers, has greater maneuverability, extra power for climbing steep grades, and is capable of mowing through tough, long grass without leaving ridges.

The "Trimalawn" mower is available in two models, one with a 21-in. cut having a cutting capacity of three acres a day, and another with a 25-in. cut with a capacity of four acres a day. Both models feature a simple, convenient lever near the handle for instant, selective control of the cutting unit and tractor so that either one or both may be put in operation or stopped with just a flick of the finger.



Reo Trimalawn for Schools.

The mower has a sturdy 1½ h.p. engine, is equipped with a flexible "knee action" mounting for insuring more even cutting, and a cutting unit adjustable in height, a micrometer-type hand-adjusting screws for precise alignment of the bottom knife to the reel. Also included is a 24-in. snowplow attachment for efficient snow removal from walks, passageways, and driveways.

*Reo Motors, Inc., Lansing, Mich.*

For brief reference use ASBJ-306.

### NEW DUAL-SPEED RECORD PLAYER

A completely new dual-speed record player, the "Sonomaster" has been announced by the Victor Animatograph Corporation as the latest addition to its record-playing equipment.

The "Sonomaster," which is housed in a handsome, leather-bound carrying case, has the advantages of lifelike tone and over-all superb quality. Technically, it features a new GE variable reluctance, high-quality pickup which is

unaffected by changes in temperature or humidity. It is equipped with a natural sapphire stylus, which is soft-spring mounted and operates with one-ounce pressure. The pick-up has the advantages of clean response and elimination of noise caused by roughness or scratches, and the instrument is capable of reproducing records up to 16 in. in diameter at either 33 1/3 or 78 r.p.m.



Victor Animatograph Player.

The instrument combines many features of the more expensive home record players and insures fine quality. Completely self-contained, the "Sonomaster" has its own powerful amplifier and speaker, with power output of 14 watts, and separate channels for microphone and phonograph. It is an efficient addition to a public-address system for schools.

*Victor Animatograph Corporation, Davenport, Iowa.*

For brief reference use ASBJ-307.

### DICK'S NEW STENCIL SHEET SERVICES

The A. B. Dick Company, manufacturers of mimeograph duplicators and other duplicating products, has announced two new stencil sheet services, designed to speed up and simplify the reproduction of stencil-duplicated newspapers and folders. These services consist of regular all-purpose Mimeotype 960 (legal size blue) stencil sheets, with special guide lines to simplify the planning and typing of newspapers and four-page folders.

The newspaper stencil sheet helps in the preparation of bulletins and booklets, as well as school papers and annuals, or any other material that may be divided into two- or three-column pages. The guide lines show column limitation lines for both two- and three-column layouts, and indicate the number of typewriter characters which may be used for both column widths in elite and pica type. The four-page folder stencil sheet is a service useful for schools in the preparation of booklets, invitations, programs, and announcements. The special form topping on the stencil sheet includes the duplicating area and line and character spacing.

*A. B. Dick Co., 720 West Jackson Blvd., Chicago, Ill.*

For brief reference use ASBJ-308.

### ENCYCLOPEDIA BRITANNICA FILMS SUMMER TUITION SCHOLARSHIPS

Encyclopedia Britannica Films has announced that seven universities in the United States have been selected to award the summer tuition scholarships for audio-visual study during the summer of 1948. The universities where the fourth annual scholarships will be awarded are: University of California at Los Angeles, University of Chicago, Indiana University, Oklahoma University, Pennsylvania State College, Syracuse University, and University of Wisconsin.

**EBF ANNOUNCES NEW SOUND FILMS**

Encyclopedia Britannica Films, Inc., has announced the release of 48 new sound classroom motion picture films. The new productions, made in collaboration with specialists and noted educators, have made added contributions to audio-visual education in the fields of science, social studies, arithmetic, athletics, and art. Its most widely distributed film, a 1947 production, is "Atomic Energy," which clearly and accurately illustrates the scientific phenomena of nuclear synthesis, nuclear fission, and chain reaction of the atomic bomb.

The firm has moved its production offices from New York to Wilmette, Ill., 14 miles north of Chicago, where its production schedule is being maintained at a record-breaking clip. The firm has reported that its 1947 sales were higher than in any previous year, topping the 1946 record by more than 20 per cent. Toward the end of 1947, the firm released three new series of slide films, bringing to 51 its total number of productions. These slide films consist of the Animal Friends Series, a set of eight titles.

*Encyclopedia Britannica Films, Inc., 20 North Wacker Drive, Chicago 6, Ill.*

For brief reference use ASBJ-309.

**NEW RCA TRANSCRIPTION PLAYER**

A new high-quality, portable transcription player, especially designed for classroom use for reproduction of standard records and transcriptions, has been announced by RCA Victor, Camden, N. J. The new instrument meets a need of schools for a transcription player which will reproduce records of broadcast quality, as well as standard phonograph disks used extensively for music appreciation and studies.

The player, which weighs less than 30 pounds, is sturdily built, has a specially designed speaker and amplifying system, and is capable of high-



RCA Transcription Player.

quality reproduction of music and speech. An accurate speed control renders the instrument free from "wows" when operated at slow speed, and a two-position lever permits selection of the speed desired. A two-position switch, one for music and one for voice, and a special wide-range tone control, insure maximum performance at either high or low volume. For use in libraries, special headphones are provided so that students may listen without disturbing other persons.

*RCA Victor, Camden, N. J.*

For brief reference use ASBJ-310.

**WINNERS ANNOUNCED IN NATIONWIDE SCIENCE TALENT SEARCH**

Forty high school seniors, 8 girls and 32 boys in 16 states, have been selected for their outstanding "science potential" and have been named as finalists in the seventh annual nationwide Science Talent Search. They will go to Washington, with all expenses paid, to attend the five-day institute and to compete for \$11,000 in Westinghouse scholarships.

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Advertisers in this index are given a code number in addition to the page number on which the advertisement appears. Refer to the advertisement for product or services available. Write direct to advertiser or use the coupon in requesting information from a number of advertisers.

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**THE AMERICAN SCHOOL BOARD JOURNAL**  
540 North Milwaukee St., Milwaukee 1, Wis.

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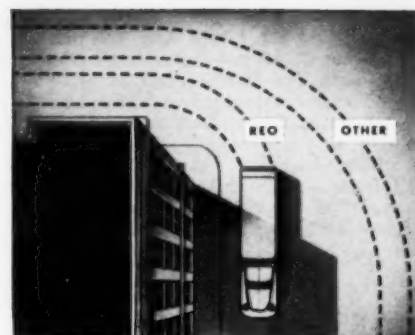
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**1.** Emergencies must be expected. That's why the REO Safety School Bus has a wide emergency door located in center rear (left rear-quarter door available when specified). Tampering with door flashes light, rings buzzer.



**2.** The schoolboard found room for three children in each 39-inch, well-spaced seat. Other safety features: rows of seats staggered for easier access; easy-to-grip handholds, with built-in shields, prevent accidental wrist injuries.



**3.** The REO Safety School Bus with "More-Load" design means a shorter turning radius, greater maneuverability in traffic or on winding country roads. REO "More-Load" design gives a more compact unit without crowding.

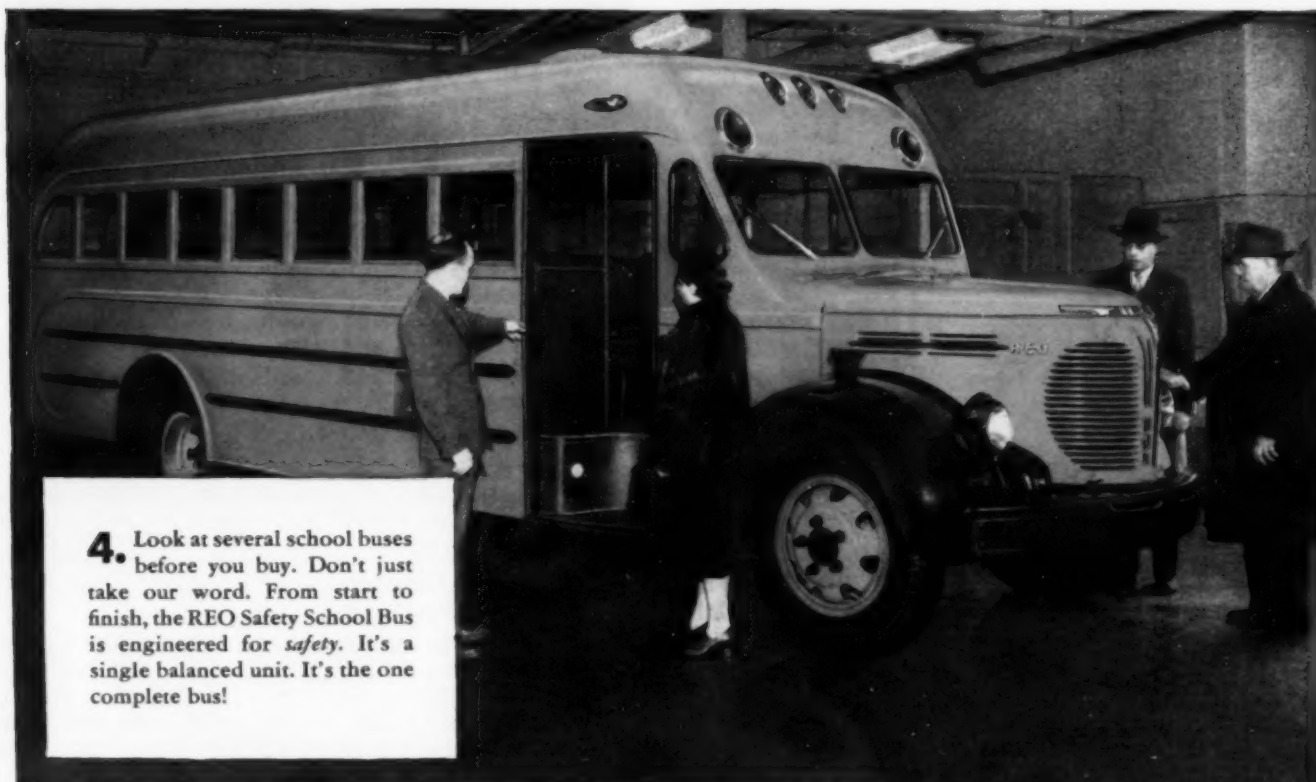
## Board the bus the schoolboard bought—REO!

Recently a Michigan schoolboard carefully checked several makes of school buses. Without reservation they decided on a REO Safety School Bus—the only school bus made that conforms to *all*, yes *all*, the National Education Association's requirements.

Most schoolboards are made up of hard-headed businessmen—men who want dollar value, as well as com-

plete safety for their children. They get just that in the REO Safety School Bus.

Read why the REO Safety School Bus is the *only* school bus to win the *Safety Engineering Magazine* award for safety in motor-vehicle design. Frankly, you can't afford to buy any bus until you check the REO Safety School Bus, the bus that puts safety first, last and always.



**4.** Look at several school buses before you buy. Don't just take our word. From start to finish, the REO Safety School Bus is engineered for *safety*. It's a single balanced unit. It's the one complete bus!

**5.** Put yourself behind the wheel of a REO Safety School Bus. Drive it. Remove a tire and see the Goodyear Life Guard Tubes. Lift the hood and examine the precision-built REO Gold Crown Engine. There's more power than will ever be used. Try the brakes yourself. See how they

stop. Turn on the lights, the windshield wipers, test the safety signal. You'll be convinced that you owe it to your children to get all the facts on REO. For further details, or to arrange a demonstration, write School Bus Division, Reo Motors, Inc., Lansing 20, Michigan.

**REO**  
SAFETY SCHOOL BUS